



President  
of the Treasury Board

Président  
du Conseil du Trésor

Official  
Languages  
in Federal  
Institutions

*Annual Report*  
**1989-90**

Canada



## **ERRATUM**

In Table 18, the number of executives in December 1984 with intermediate Reading capacity (38%) should read **855** instead of 15,461.



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Official  
Languages  
in Federal  
Institutions

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Speaker of  
the Senate

Dear Mr. Speaker:

Pursuant to Section 48 of the *Official Languages Act*, I hereby submit to Parliament, through your good offices, the second Annual Report of the President of the Treasury Board covering the fiscal year 1989-90.

Yours sincerely,

A handwritten signature in cursive script, appearing to read "Gilles Loiselle".

Gilles Loiselle  
President of the Treasury Board

December 1990





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December 1990



# *Annual Report 1989-90*

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# President's Foreword

It gives me great pleasure to submit the second annual report to Parliament on the status of official languages programs in federal institutions, as required by the *Official Languages Act*.

This report covers the period from April 1, 1989 to March 31, 1990. This report, as did its forerunner, focuses on the Treasury Board's statutory responsibilities for the overall direction and coordination of the official languages programs in federal institutions.

These responsibilities cover three basic areas – service to the public, language of work, and participation of English-speaking and French-speaking Canadians in federal institutions. The central management of these three areas, to which there are repeated references throughout this report, constitutes in fact the essential mandate of the Treasury Board in relation to official languages.

The report also describes the detailed preparatory work done to develop draft regulatory proposals on service to the public pursuant to the Act. I would particularly like to mention the invaluable input that the Treasury Board received during the initial consultation phase. The minority official language associations across the country gave us their full co-operation, for which we thank them. We received some very relevant and specific suggestions, many of which were incorporated in the draft proposals to better reflect the nature and distribution of the minority populations across the country.

A number of federal institutions also contributed their expertise in delivering services to the public. They helped to bring the essential element of operational reality to the process of developing regulations. The Commissioner of Official Languages was also consulted and provided his support and suggestions.

I am, in addition, encouraged by continuing evidence that the Canadian public generally recognizes the principle that federal institutions should provide their services in English and French in appropriate circumstances.

I would like to acknowledge here the role played by my predecessor, the Honourable Robert R. de Cotret, who was a key player in laying the foundation for the renewal of official languages programs and policies. As the new President of the Treasury Board, I intend to take on this leadership role fully, particularly as far as the Board's approach to official languages management in federal institutions is concerned. The hallmarks of this approach are fairness and reasonableness.

I also count on the continued excellent co-operation between the Board and federal institutions, who carry the primary responsibility for implementing the official languages program in their organizations. And I am hopeful that relations between English- and French-speaking Canadians, both as clients and as employees of these institutions, will continue to be characterized by a spirit of mutual understanding and co-operation.





# Introduction

## The 1988 Official Languages Act

The *Official Languages Act* sets out in greater detail the language rights and obligations entrenched in the 1982 *Canadian Charter of Rights and Freedoms*, and gives the force of law to several long-standing policies relating to the equality of English and French in federal institutions.

## Service to the Public, Language of Work, and Participation

The various provisions which are directly linked to the Treasury Board are organized in the Act under three major headings: service to the public, language of work, and participation of English- and French-speaking Canadians.

These three complementary components form the basis of the Canadian approach to language management in federal institutions. Briefly summarized, the fundamental right under each heading is as follows: Within prescribed circumstances, the public has the right to communicate with federal institutions and to be served by these institutions in the official language of its choice; the employees of federal institutions have the right to work in the official language of their choice in designated regions; and English- and French-speaking Canadians have the right to equal opportunities for employment and advancement in federal institutions.

## Institutional Bilingualism

In contrast to individual bilingualism, institutional bilingualism is another essential characteristic of the Canadian approach to language management. What this means is that official languages obligations rest with federal institutions themselves and not with each and every individual employee. Institutional bilingualism both guarantees the right of the public to be served in the official language of its choice, and respects and allows for the unilingualism of a large number of employees. Much of this report in fact deals with the concrete measures that allow a balance to be achieved between these objectives.

## Shared Implementation

Implementation of the *Official Languages Act* and policies flowing from it is a shared responsibility. The Department of the Secretary of State, the Department of Justice, the Public Service Commission, and the Treasury Board each have specific roles to play at various stages and levels in implementing official languages policies and programs. It remains the responsibility, however, of federal departments, agencies and Crown corporations individually to respect their statutory obligations and to apply these policies.

In addition, the Commissioner of Official Languages plays a special role in acting as an ombudsman protecting the language rights of Canadians and reporting to Parliament on the equality of status of both official languages.

The Commissioner's reports, like those of the Secretary of State and the President of the Treasury Board, are studied by a Standing Committee of both Houses of Parliament which takes an active role in the review of official languages programs. Both the Commissioner and the Committee then may make recommendations to the government of the day on the basis of their findings.



## Responsibilities of the Treasury Board

Under the *Official Languages Act*, the Treasury Board is responsible for the general direction and co-ordination of policies and programs in all federal institutions (other than the Senate, the House of Commons, and the Library of Parliament) relating to the government-wide implementation of the three major program components.

In carrying out its responsibilities, the Treasury Board may, in the context of this mandate:

- establish or recommend policies to the Governor in Council;
- recommend regulations to the Governor in Council;
- issue policy directives;
- monitor and audit federal institutions to ensure compliance with policies, directives, and Treasury Board or Governor-in-Council regulations relating to the official languages of Canada;
- evaluate the effectiveness and efficiency of official languages policies and programs of federal institutions;
- provide information to the public and to personnel of federal institutions on policies and programs; and
- delegate any of its powers to the deputy heads or other administrative heads of other federal institutions.

Each year the President of the Treasury Board has to submit to Parliament an annual report in which is the account of his or her mandate of the previous year. This volume constitutes the second such annual report.

It consists of:

- a section on the development of regulations on service to the public,
- a section on the current situation in federal institutions, and
- a section on the activities of the Treasury Board Secretariat.





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# Part I

## Development of Regulations on Service to the Public





Under the 1988 *Official Languages Act*, some key obligations of federal institutions with regard to service to the public in English and French are to be defined in regulations. These include the concepts of “significant demand”, “nature of the office” and services provided by contract to the travelling public. A major priority of the Treasury Board in 1989-90 was the preparatory work leading to the tabling of a draft of such regulations in the House of Commons.

A package of regulatory proposals had to be developed that would be fair and reasonable for all Canadians. It was important that this be a balanced set of measures that would be designed to provide generous access to federal services to the minority population, as well as the majority, in their preferred official language. On the other hand, federal institutions should not be required to maintain an unneeded bilingual capacity.

During 1989-90, Treasury Board officials completed the major portion of the essential groundwork for a set of regulatory proposals on service to the public. In carrying out this task, some key factors had to be taken into account. These included the legal requirements under the *Official Languages Act*, the nature and demographic distribution of the Anglophone and Francophone minorities, as well as the diversity of federal services available across the country.

## Legal Requirements

The 1988 *Official Languages Act* reaffirms the language guarantees set out in the *Canadian Charter of Rights and Freedoms*. It maintains the approach set out in the Charter to provide services to the public in English or French based on the concept of “offices” rather than of “bilingual districts”. The designation of such districts was provided for in the 1969

*Official Languages Act*; however, the concept proved impractical when applied to the Canadian situation. Thus, bilingual districts were never proclaimed.

The new Act stipulates that federal institutions must ensure that members of the public can obtain their services in English or French from all head or central offices, all offices in the National Capital Region, and all offices of institutions that report directly to Parliament (for example, the Chief Electoral Officer). These offices would not be affected by the regulations since they are already required to serve the public in both official languages. The same obligation applies to offices where there is significant demand for services in English and French, and those where, due to the nature of the office, it is reasonable that services be in both languages. The Act specifically empowers the government to issue regulations describing the circumstances where the nature of the office or facility makes it reasonable to provide services in English and French. The Act also provides for regulations prescribing the circumstances in which there is significant demand.

The Act sets out several types of criteria for determining whether there is significant demand for services at a federal office or facility. These include, among others, the size of an official language minority served by an office and the “particular characteristics” of that minority. In this context, the nature, size and geographical distribution of minority official language communities had to be carefully examined.



# Geographical Distribution of Official Language Minorities

Demographic studies show that Canada's official language minorities tend to be concentrated in relatively few reasonably well-defined areas. The English- and French-speaking minorities, although of a comparable overall size, differ markedly in their nature and distribution. These demographic characteristics had to be taken into account to ensure that regulations on service to the public in both official languages would be satisfactory and fair to all Canadians.

An analysis of 1986 Census data\* shows that 63 per cent of the two official language minority communities live in the 25 major urban centres (each having a total population of over 100,000). About 86 per cent of the 858,325 minority Anglophones in Quebec live in major urban centres. By contrast, only 42 per cent of the 904,495 minority Francophones live in urban centres elsewhere in Canada.

In towns and rural areas, the situations are reversed. Out of the almost 250 localities with substantial minority populations in Canada, about 200 outside Quebec account for a Francophone population of over 400,000 (45 per cent of all minority Francophones). On the other hand, only 54,000 Anglophones (an additional 6 per cent) live in some 50 such places in Quebec.

\* *Census Canada 1986 - Population Estimates by First Official Language Spoken*. Statistics Canada, September 1989.

Another 550 or so localities (250 in Quebec and 300 outside it) have considerably smaller minorities, together accounting for about 5 per cent of the Anglophone minority and 7 per cent of the Francophone minority. Beyond that, there are tiny minorities in almost 1,800 further localities, and no minorities at all in 2,866 localities.

In short, Anglophones in Quebec are concentrated in larger urban areas. Francophones outside Quebec are more widely dispersed in smaller towns and rural areas. This situation is summarized graphically in Figure 1.

## Federal Service Networks

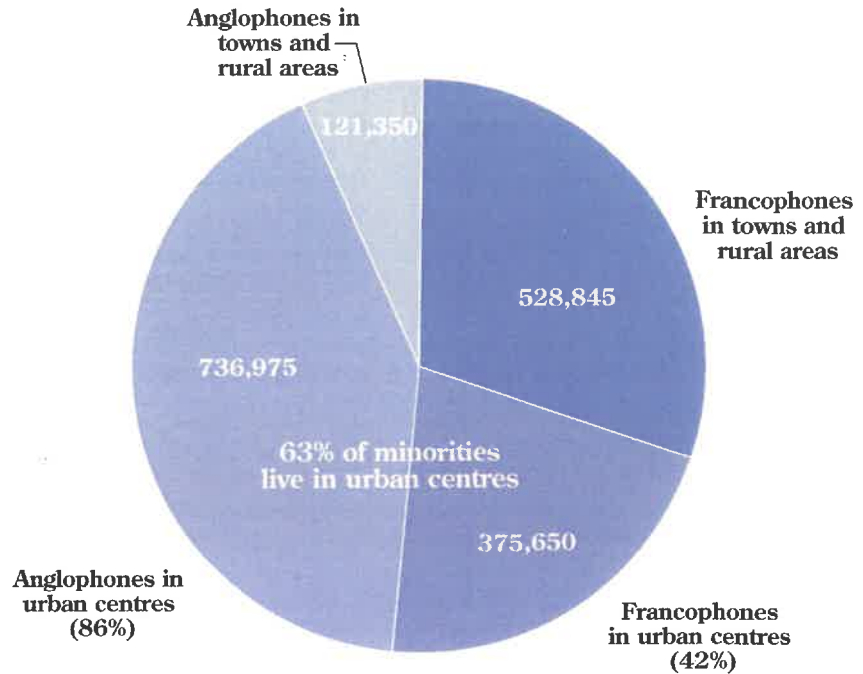
Another important factor that had to be taken into account in developing regulatory proposals was the great diversity of federal institutions and their service networks.

The federal government provides a wide variety of services to Canadians. These range from local services for the general public provided by such organizations as Canada Post and Canada Employment Centres, to services that are intended for well-defined clienteles such as farmers, fishermen, and pensioners. Many federal services are also provided to Canadians away from home, including services at airports, customs services at ports of entry, as well as services provided by diplomatic and consular missions all over the world.

Federal offices and services are strongly concentrated in the larger population centres. A wide spectrum of federal services is available in the 25 Census Metropolitan Areas in Canada (urban centres with populations of at least 100,000). In fact, major urban centres generally are served by offices of from 30 to 60 federal institutions. The distribution of federal employees, of course, follows this pattern as well. Thus 86 per cent of the some



Figure 1



40,000 employees of the Public Service who are required to serve the public in both official languages work in major urban centres.

The largest national service delivery networks are those of Canada Post (8,300 service points), the RCMP (700 detachments) and the Canada Employment Centres (offices in 400 centres across Canada). With the exception of 500 localities where there are no federal offices at all, most small towns, villages and rural areas are likely to have at least the local post office and perhaps one or two others.

In short, many services are available only from offices in major urban centres, while only a few are provided locally in rural areas across Canada and from multiple offices in urban areas.

For a number of years, federal institutions have been required to have policies on "significant demand". Canada Post, the RCMP and Canada Employment Centres all follow policies which

give access to local services in their own language to a large number of minority official language communities across Canada. Nevertheless, these policies involve individual approaches to defining significant demand, which would be replaced by a consistent set of criteria in the regulations.

Federal institutions, particularly those with major service to the public obligations, were extensively consulted over the course of the last year. The goal was to determine the impact of various preliminary regulatory proposals on their organizations. The results of these consultations provided a basis for the Treasury Board to begin the fairly complicated process for adopting regulations that is set out in the *Official Languages Act*.



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## Regulatory Process

In accordance with the requirements of the *Official Languages Act*, consultations were held with minority official language associations and other interested parties across the country in the summer of 1989 to obtain their views on a series of preliminary proposals.

These consultations included the provincial associations as well as the umbrella minority organizations, the Fédération des francophones hors Québec and Alliance Quebec. Treasury Board officials also met with the Commissioner of Official Languages to obtain his input.

The preliminary proposals were subsequently adjusted to take into consideration the comments received. Follow-up meetings were then held with the main organizations consulted to review the revised package of proposals.

Under the process set out in the Act, the draft of the proposed regulations must be laid before the House of Commons. Following a period of 30 sitting days of the House, the regulatory proposals can be pre-published for public review and comment in the *Canada Gazette*, Part 1. This stage would have to last a further 30 sitting days of both Houses of Parliament. Only then can regulations be finalized and issued.

This process is intended to ensure that all interested parties have a chance to be heard and that the resulting regulations provide a fair and reasonable basis in law for federal services to the public in English and French.

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Part II  
The Current  
Situation in  
Federal  
Institutions





This chapter discusses current trends in official languages program management in federal institutions and summarizes the implementation of the three components of official languages programs: service to the public, language of work and participation. It also provides statistical data to show the progress made to date by the Public Service as a whole.

## Background on Official Languages Management

Official languages management has mirrored the general tendency in Public Service management practices, moving from a system of centralized controls to a more flexible system of increased ministerial authority and accountability.

Early implementation programs following the *Official Languages Act* of 1969 and the *Parliamentary Resolution* of 1973 were characterized by standardized measures set out and controlled by the central agencies, in particular the Public Service Commission and the Treasury Board Secretariat.

Major changes in policy and management principles in 1977 created conditions which were conducive to a more balanced sharing of decision-making between the central agencies and departments.

Finally, the current regime of Increased Ministerial Authority and Accountability, or IMAA, was introduced in 1986. This initiative further delegates authority to ministers and senior managers in the implementation of their programs and makes them more accountable for results.

## IMAA and Official Languages Management

Within the general management framework of IMAA, the basic instrument of program management and accountability is the Official Languages Letter of Understanding. This is a bilateral three-year agreement between the Treasury Board and a federal department. A similar mechanism is being put into place in Crown corporations.

To prepare a Letter of Understanding, each institution first makes an analysis of its current strengths and weaknesses with regard to its obligations under the *Official Languages Act*. This is followed by a plan of action with specific objectives, related performance indicators and deadlines, as well as monitoring and audit mechanisms. Once the Letter of Understanding is signed, the institution is responsible for submitting an annual progress report, culminating with a final report at the end of the three years.

With these bilateral agreements, the implementation of official languages programs will vary from one institution to another to suit the particular circumstances of each one. There remains, nevertheless, much common ground among all institutions in terms of specific issues and objectives. A short summary of these common elements and a review of progress made in each of the three main program components are presented below.



# Service to the Public

Given the legislative provisions on service to the public described above, federal institutions must ensure that members of the public feel free to use the official language of their choice when communicating by telephone, in writing or in person with an office that is required to serve the public in both official languages. To this end, institutions must, among other things:

- identify clientele needs with respect to language of communications,
- determine resources required for offering service in both official languages,
- train staff in the most effective ways to offer services actively in both languages,
- provide documentation and put up signs in both languages,
- deliver the service in the official language of the client,
- institute a feedback system to ascertain client satisfaction with regard to service in the official languages,
- advertise the availability of services in both official languages, and
- establish and maintain contact with clients of the minority official language community to better understand and meet their needs.

## Review of Progress

Until most departments reach a more advanced stage in implementing their Official Languages Letters of Understanding, the statistics provided by the Treasury Board Secretariat's Official Languages Information System remain the most available signposts for measuring overall progress made by the Public Service. These are shown in the tables in the Appendix.

Before focusing on service to the public as such, it would be helpful to review a few statistical signposts on Public Service positions generally.

Table 1 shows that 29 per cent of all Public Service positions require both English and French. Table 2 indicates that the existing pool of bilingual public servants, at 33 per cent, is greater than the overall proportion of positions requiring both languages.

Table 3 shows the present distribution of bilingual positions by region. Compared to 1989, the relative distribution of these positions across Canada remains constant.

The proportion of all the incumbents of bilingual positions who meet their second language requirements, which declined slightly from 86 per cent in 1984 to 84 per cent last year, is on the rise again, climbing to 85 per cent in 1990 (Table 4). As well, Table 5 shows that the proportion of bilingual positions requiring the superior level, or level "C", continues to increase, along with a corresponding decline of positions requiring the minimum proficiency, or level "A".

These statistics demonstrate a steady improvement in the Public Service's overall capacity to meet its official languages obligations. In addition, Tables 6 and 7 present data covering specifically the service to the public component. The proportion of bilingual employees serving the public who meet the second language requirements of their positions parallels that of all bilingual positions for the Public Service as a whole, around 85 per cent (Table 6). Also, there is a corresponding increase in the proportion of positions requiring the superior level ("C") and a decrease in positions requiring the minimum level ("A") (Table 7).



# Language of Work

Part V of the *Official Languages Act* gives employees of federal institutions certain rights to work in the official language of their choice. Based largely on past experience and existing policies concerning language of work, the 1988 Act sets out the obligations of federal institutions to ensure that these employee rights are respected. Most of the language of work provisions apply to work environments within existing designated bilingual regions. These designated regions are the National Capital Region; the "bilingual regions" of Montreal, other parts of Quebec (certain parts of the Eastern Townships, the Gaspé, and Western Quebec); and Northern and Eastern Ontario; as well as New Brunswick.

In these designated regions, the Act confirms some long-standing obligations and adds some new ones. The following are the minimum responsibilities of federal institutions with regard to language of work in these regions:

- Certain internal services must be provided in both official languages. These include "personal" services (such as pay and benefits) and "central" services (such as financial or legal services).
- Regularly and widely used work instruments must be provided in both official languages.
- Regularly and widely used automated systems for the processing and communication of data (acquired or produced after January 1991) must be usable in either official language.
- Where it is appropriate or necessary to create a work environment that is conducive to the effective use of both languages, supervisors must be able to communicate with their employees in both languages.
- The management group that directs the institution as a whole must have the capacity to function in both languages.

## Review of Progress

Tables 8 to 11 and Table 18 in the Appendix provide statistics relevant to language of work. The proportion of employees who occupy bilingual positions giving internal services and who meet their second language requirements has gone up very slightly (1 per cent) in the past year. However, as shown in Table 8, at 83 per cent this figure still falls short of the 1984 level of 85 per cent. A partial explanation for this slight decline in the last few years may be found in Table 9, which shows that the proportion of these positions requiring the superior level ("C") has continued to increase, from 6 per cent in 1984 to 11 per cent in 1990, while those positions requiring the minimum level ("A") decreased from 18 per cent to 10 per cent. Tables 10 and 11 show the same tendencies for bilingual supervisory positions with regard to the proportion of incumbents who meet the second language requirements and the increase in the number of positions requiring the superior level ("C").

A Treasury Board policy issued in December 1987 required departments to raise the language proficiency of all incumbents of the Executive (EX) Group in bilingual regions from the intermediate "B" level to the superior "C" level in reading and speaking (oral interaction) by 1998. To reach this goal, the Public Service Commission developed a language training program aimed specifically at these executive incumbents. Table 18 looks at the progress made by this group in reaching the superior level in the reading and speaking skills. Between 1984 and 1990, these executives demonstrated a marked improvement in the reading skill: the proportion who obtained a superior level (or were exempted from further testing because of their advanced proficiency) went from 35 per cent to 71 per cent. Although improvement in speaking (oral interaction) is less dramatic, there is tangible progress in this skill as well. The high proficiency in second language reading comprehension of these executives means that already a very large number of Public Service employees in bilingual regions should be able to do their written work in the language of their choice and that they will be understood.



# Participation

The *Official Languages Act* recognizes in law the government's commitment to equitable participation in federal institutions by members of both official language communities. The Act obliges federal institutions to ensure that employment opportunities and advancement are open to both English- and French-speaking Canadians without regard to their ethnic origin or the language they first learned. All staffing must, of course, respect the merit principle.

If both language groups have equal access to the recruitment process, then the composition of federal institutions will tend to reflect the proportional presence of both language communities in Canada. However, the Act also recognizes that participation may vary from one federal institution to another depending on different characteristics of the institutions such as location, mandate, and clientele.

In carrying out the commitment of equitable participation, federal institutions must ensure that job opportunities are advertised to reach both language communities effectively. In addition, to ensure equal opportunities for advancement for employees of both language groups, training and development programs should be offered in both languages, and bilingual employees should have opportunities to use their second language.

The Treasury Board Secretariat continues to monitor a number of imbalances mentioned in its last annual report. Most notable among these are: the disproportionately large size of the Francophone group in administrative support positions in the National Capital Region, and the low participation of Anglophones in federal government positions in Quebec.

## Review of Progress

Tables 12 to 14 provide statistics on the participation of the two language groups. Since 1984 the proportion of Anglophones and Francophones occupying positions in the Public Service has remained steady at 72 per

cent and 28 per cent, respectively (Table 12). By region, the proportions vary from 2 per cent Francophone participation in the Western provinces to 38 per cent in the National Capital Region (Table 13). Table 14 shows participation by occupational category, with slight variations in Francophone participation in the Management Category and the Scientific and Professional Category.

## Summary of Trends

The above analysis of data from the Official Languages Information System provides clear indicators that overall continued improvements are being made in the bilingual capacity of federal institutions. For example, even though the proportion of bilingual positions is holding steady, the actual number of such positions continues to climb. At the same time, the proportion of Public Service employees able to work in both official languages outpaces the number of positions requiring a bilingual capacity. As well, the proportion of bilingual positions requiring the superior level continues to rise, with a corresponding decrease of positions requiring the minimum level. Furthermore, even with the increase in proficiency requirements, the proportion of incumbents of bilingual positions who meet their second language requirements has held firm. These trends all show steady progress in the Public Service's capacity to serve the public in both official languages. The analysis of individual Crown corporations (with their own particular administrative systems) reveals similar overall trends.

The figures show that members of both language communities have ample opportunities to participate equitably in federal institutions. Although some imbalances still exist, the overall Public Service participation rate reflects the proportional composition of the population of Canada.



Progress in the language of work component, however, is somewhat slower. Both the number of supervisors and Public Service employees giving internal services who meet the language requirements of their positions declined slightly from 1984 to 1990. At the same time, however, the proficiency requirements for both groups increased, particularly to the superior level, just as they had for all bilingual positions.

The increased requirements could explain the corresponding decline in the number of incumbents who meet their language requirements. If this is the case, then this trend should reverse as those incumbents who do not yet meet their requirements complete their language training. In fact, the trend has already improved since 1989.

Finally, by 1998, executives in bilingual positions should be able to perform at the superior level in the reading and speaking skills in their second language. Many of these senior managers already have a very high level of receptive knowledge of their second language. Continued improvements made by this group of senior Public Service employees should, therefore, greatly improve the language of work component of the official languages program.



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Part III  
Activities  
of the  
Treasury  
Board







This section presents the activities of the Treasury Board and its Secretariat during fiscal year 1989-90 according to the various responsibilities it has under the Act. In order to carry out its duties, the Official Languages Branch of the Secretariat was allocated 64 person-years and a budget of \$5.7 million during this fiscal year; in addition, \$1.1 million were contributed to Crown corporations under section 109 of the *Official Languages Act*.

## Regulations, Policies and Directives

Part I of this report provides a detailed account of the activities undertaken to develop draft regulatory proposals on service to the public in the two official languages.

### Official Languages and Information Technology

Under provisions on language of work in the *Official Languages Act*, federal institutions must ensure that information systems that are regularly and widely used in bilingual regions and that are acquired or produced by these institutions after January 1, 1991, can be used in either official language. The Treasury Board issued a policy in 1988 to give effect to this obligation. As a follow-up, the Board has been preparing for a review with federal institutions and industry in order to assess whether this policy is actually producing the desired results and whether the timetable for the various stages of implementation is being respected.

In addition, numerous information sessions have been organized for federal institutions and private enterprises. A day-long session in March brought together about a hundred information technology experts and official languages specialists in Crown corporations. The colloquium included representatives and speakers from both the private and public sectors, which allowed participants to get a good understanding of the challenges in making information technology accessible to users in either official language. A similar session for federal departments and agencies was organized at a later date.

## Monitoring and Auditing

Under its powers in the *Official Languages Act*, the Treasury Board is monitoring and auditing the implementation of the official languages program by federal institutions. Monitoring is carried out mainly with regard to the intended results written into the Letters of Understanding signed by both the federal institutions and the Treasury Board. The Secretariat also ensures proper use of support programs, such as language training, translation and the bilingualism bonus. Along with these activities, the Secretariat advises federal institutions encountering difficulties in their program management.

### 1989-90 Letters of Understanding

As described in Part II, these three-year agreements between federal institutions and the Treasury Board are the major tool for management accountability in the official languages program.



In 1989-90, 26 Letters of Understanding were concluded with federal departments and agencies\*, and negotiations are currently under way with 20 other federal institutions. One of these merits special mention. The Department of National Defence is certainly the largest and one of the most complex federal institutions covered by the *Official Languages Act*. In co-operation with this department, the Secretariat has established a joint working group with the mandate of preparing a Letter of Understanding which takes into account how the special characteristics of this very large department affect the implementation of its obligations under the Act. Furthermore, in 1989-90, the Treasury Board developed procedures for "agreements" with Crown corporations – the counterpart of "Letters of Understanding" for departments and agencies. Three agreements are being negotiated, and other Crown corporations are laying the groundwork to draft theirs.

## Audits and Follow-ups

During 1989-90, the Treasury Board Secretariat undertook 13 follow-up studies to audits which had previously been done in federal institutions. This exercise showed that, in general, departments and agencies have implemented the recommendations set out in the audits.

The Secretariat also finished three major audits begun in 1988-89 involving the provision of services to the public in both official languages:

- inspection services (Agriculture, Consumer and Corporate Affairs, Fisheries and Oceans, Health and Welfare);
- active offer and the display of the official languages symbol in Toronto, Winnipeg, Montreal and Moncton; and
- the Coast Guard – Laurentian Region (Quebec) and Central Region (Ontario and Manitoba).

An internal audit by the Department of Veterans Affairs was carried out together with Treasury Board Secretariat. The Secretariat is also working to ensure that the official languages program is well integrated in other departmental audit plans.

Monitoring activity, in part, includes bringing together and analyzing several sources of information. These include the Annual Management Reports submitted by departments and agencies that have signed Letters of Understanding, and the Annual Status Reports submitted by other federal institutions. Such analyses also take into account feedback received from the institutions either directly or through committees, exchange of information with the Office of the Commissioner of Official Languages, and the proceedings of the Standing Joint Committee on Official Languages.

## Support Programs

### Language Training

As indicated in Table 15, employees of departments and agencies received about 1.6 million hours of language training this year, an increase of 0.1 million hours over last year. As stated in last year's report, a revised language training policy was issued in November 1988. This policy is being phased in and the final measures will take effect April 1, 1991.

\* National Archives of Canada, Canadian Dairy Commission, Office of the Chief Electoral Officer, Canadian Intergovernmental Conference Secretariat, Communications Canada, Environment Canada, National Energy Board, Office of the Commissioner for Federal Judicial Affairs, Federal-Provincial Relations Office, Office of the Secretary to the Governor General, Canadian Human Rights Commission, Indian and Northern Affairs Canada, Department of Justice Canada, Livestock Feed Board of Canada, Law Reform Commission of Canada, National Farm Products Marketing Council, Health and Welfare Canada, National Library of Canada, Office of the Comptroller General, Privy Council Office, Correctional Service Canada, Office of Privatization and Regulatory Affairs, Public Service Commission of Canada, Royal Canadian Mounted Police, Statistics Canada, Supreme Court of Canada.,



During the 1989-90 fiscal year, departments and agencies became accountable for follow-up activities for employees who have taken language training. These activities can include making improvements to the employees' work environments and giving additional language learning support to the employees themselves. Employees who have received second language training at public expense are expected to maintain their proficiency by taking advantage of this support. To assist in this endeavour, the Treasury Board provided a total of 25 person-years to departments unable to conduct appropriate language training follow-ups within their own resources.

### Translation

Translation services are supplied to the Public Service by the Translation Bureau of the Department of the Secretary of State, and it remains the responsibility of the Treasury Board to ensure that the best use is made of these services. Each year, after consultations with departments, agencies, and the Department of the Secretary of State, the Treasury Board Secretariat allocates to each institution an "envelope" which controls the number of words to be translated during the fiscal year. In 1989-90, some 237 million words were translated from one official language to the other (Table 16), as compared to 223 million words in 1988-89.

### Bilingualism Bonus

In accordance with government policy and collective agreements, Public Service employees who meet the language requirements of their bilingual positions receive an annual bonus of \$800 (except members of the Executive Group). As of March 31, 1990, 55,994 Public Service employees were receiving the bonus.

To ensure that recipients of the bonus are actually entitled to it, a confirmation process has been set up under which 11,257 employees were tested this year. The success rate on these tests was 90.9 per cent. In 1990-91, another 14,800 employees will be tested.

### Cost of the Program

As Table 17 indicates, in 1989-90, the cost of the official languages program within federal institutions totalled \$314.1 million. This amount represents less than half of one per cent of all federal program expenditures.

## Evaluation

The purpose of the evaluation process is to determine whether policies and programs yield the intended results, and to reorient and fine-tune them if necessary. In the 1989-90 fiscal year, efforts were concentrated on evaluating alternative regulatory scenarios for delivering service to the public in both official languages across Canada. To this end, the Secretariat established a comprehensive data pool, comprising Canada Census statistics, Official Languages Information System data, and Supply and Services Canada office location information.

In order to shed some light on the complexities of language of work, the Treasury Board Secretariat is also undertaking a study of the factors supporting or impeding the development of environments conducive to the use of both official languages in designated areas. Research for the first phase, which involves identifying key characteristics of such conducive environments, was completed and analysis is under way.

An intensive study on "Participation in the Scientific and Professional Category" was started some time ago by an advisory committee of departments and agencies with a scientific mission, together with the Treasury Board Secretariat. The bulk of the research comparing the participation figures for Anglophones and Francophones in the scientific and professional categories within the federal government and the participation figures within the Canadian labour market in those same fields was completed in 1989-90.



# Information

## Information for the public

During the year 1989-90, the Treasury Board Secretariat gave information sessions on the new *Official Languages Act* and the regulatory process to representatives of minority communities in all the provinces and the Territories. These sessions highlighted the rights of the Canadian public guaranteed by the new Act and the possibility of seeking recourse from the Commissioner of Official Languages and then the courts when these rights are infringed. The official languages minorities were also informed of the process which would lead to regulations specifying the circumstances under which Canadians would have the right to receive federal services in both official languages.

As well, the Treasury Board Secretariat served a liaison function in several cases which were of interest to both the minorities and federal managers. Meetings organized by the Treasury Board Secretariat made it possible for official languages minority community members to meet with regional managers of federal institutions and to resolve differences amicably.

The Treasury Board Secretariat published a booklet entitled *Welcome/Invitation* which deals with bilingual services at federally sponsored popular events of national and international significance. This booklet was widely distributed to departments, agencies and Crown corporations and to all organizers of such events who receive federal government support.

The Treasury Board Secretariat also played a liaison role with the organizing committee of Canada Games - Saskatoon 1989, to ensure that the public and the athletes were welcomed in both official languages.

## Information for employees

### Federal Managers

To help regional directors become familiar with the new Act, the Treasury Board Secretariat gave information sessions on the Act and the regulatory process to all the regional directors of Canadian federal institutions from one end of the country to the other. In addition, the Secretariat held special information workshops on the Act at the request of several departments and Crown corporations and conducted information sessions on the new Act and the regulatory process as part of senior management training.

### Language of Work

The Treasury Board Secretariat also produced a video on language of work entitled *First Item/Premier point* which deals with the use of the official languages in meetings. As well, the Secretariat revised the guide, *Chairing meetings: How to make your meetings a success in both official languages*. These items will be distributed to federal institutions in fiscal year 1990-91.

To allow employees who were not able to answer their telephone calls to know what language was used by their caller, the "Action Request" form of Supply and Services Canada was modified at the request of the Treasury Board Secretariat to include a new box called "Language spoken - langue utilisée". This will permit employees to follow up their calls with an active offer of service in the caller's language.

### Advisory Committee

The Advisory Committee for Departments and Agencies was extremely active this year. It met five times, and six sub-committees were organized to examine language training, the administration of the second language tests, professional training for new departmental official languages officers, working sessions for official languages specialists, translation, and equitable participation.



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The Advisory Committee for Crown corporations served as an essential forum for consultation and the exchange of information between the Treasury Board and Crown corporations. Various interesting initiatives stimulated dialogue between members, among them, the creation of a committee to develop a language test appropriate to the needs of the Crown corporations.

## Contributions to Crown Corporations

The Treasury Board gives financial assistance to Crown corporations for implementing the Act in the area of language of work. Under this program, the Treasury Board can reimburse up to 50 per cent of the costs of initiatives. Contributions have been given in the following areas: information technology systems; language training for supervisors and managers of central services; and the translation of work instruments or the purchase of such instruments in both official languages.





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# Conclusion







# Completing a Solid Foundation

This year Treasury Board has been principally concerned with initiatives in the area of service to the public. Draft proposed regulations were developed with federal institutions. Official language minorities and others were then consulted. These proposals have now been tabled in the House of Commons. Next year's report will follow up on this crucial initiative.

Another priority has been to ensure the effective implementation by federal institutions of the provisions of the *Official Languages Act*. To accomplish this, the negotiation of Letters of Understanding between the Treasury Board and departments moved into high gear. These Letters contain the concrete measures that federal departments will take to improve services to the public in both official languages, to make workplaces more conducive to the use of both official languages in bilingual regions, and to provide equal opportunities for English- and French-speaking Canadians to obtain employment in federal institutions. The negotiation of Letters will be expanded to cover many more federal institutions in the year ahead.

Building on the Increased Ministerial Authority and Accountability initiative with its Letters of Understanding, the Treasury Board is also developing new ways to enhance management accountability. Applied to official languages, this new approach highlights the need to disseminate information to the general public and to maintain continuing dialogue with clients. The approach, in fact, recognizes the importance of establishing a partnership between the central agencies and federal institutions based on the changing dynamic emerging from innovation and renewal in the Public Service.

Treasury Board has also recognized the need to change the style of managing official languages programs by simplifying policies and empowering managers. Thus, increasing attention will be given to enabling managers, and especially line managers, to assume responsibility for the service to the public they provide in both official languages, as well as for ensuring that both English- and French-speaking employees can work in the language of their choice within the context of their work-related responsibilities.

In summary then, 1989-90 saw the Treasury Board in action on a number of fronts. The Board was much involved in making the *Official Languages Act* an integral part of the activities of federal institutions, having in mind the interests of all Canadians, both English-speaking and French-speaking. These efforts will continue in the coming year.



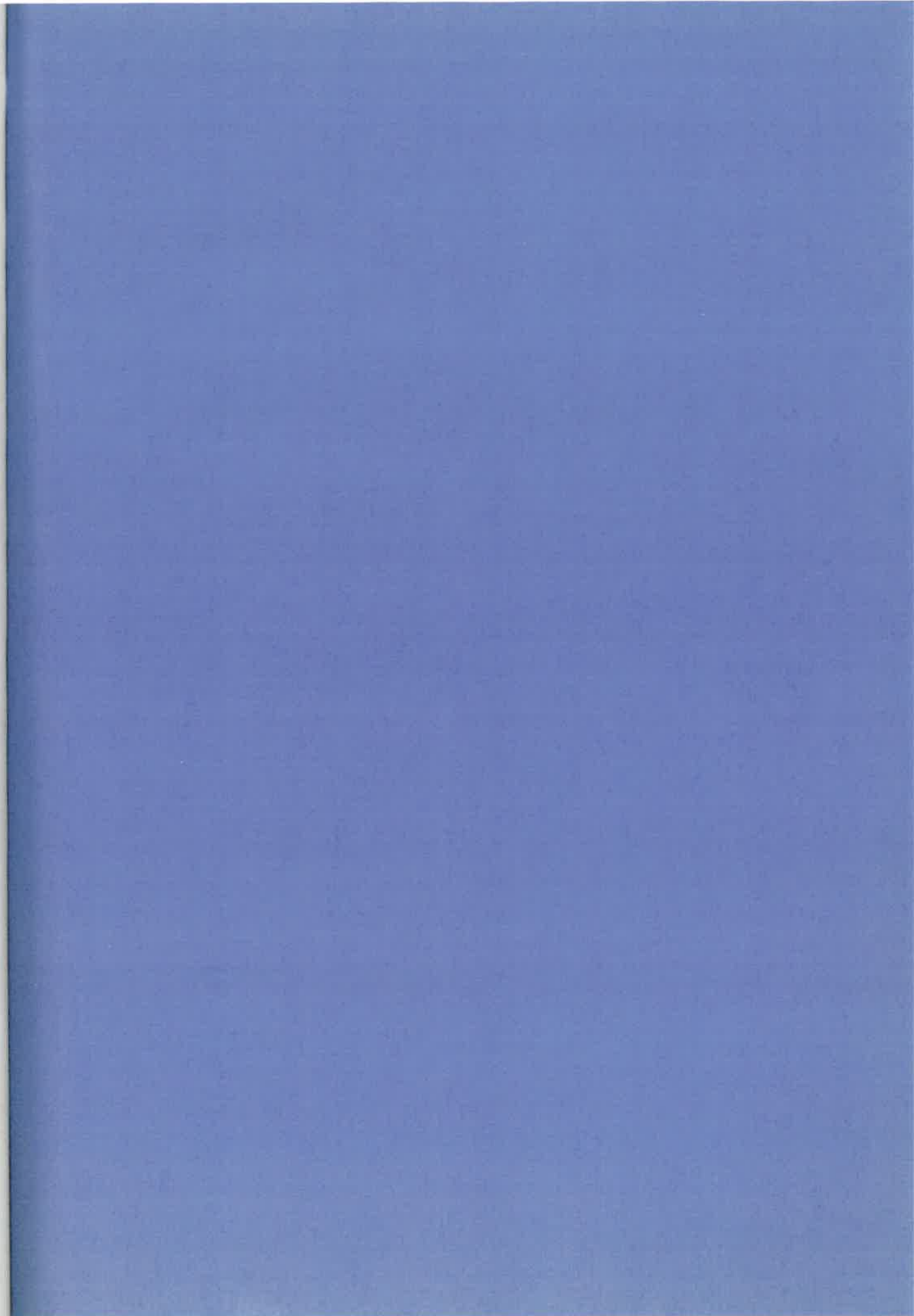


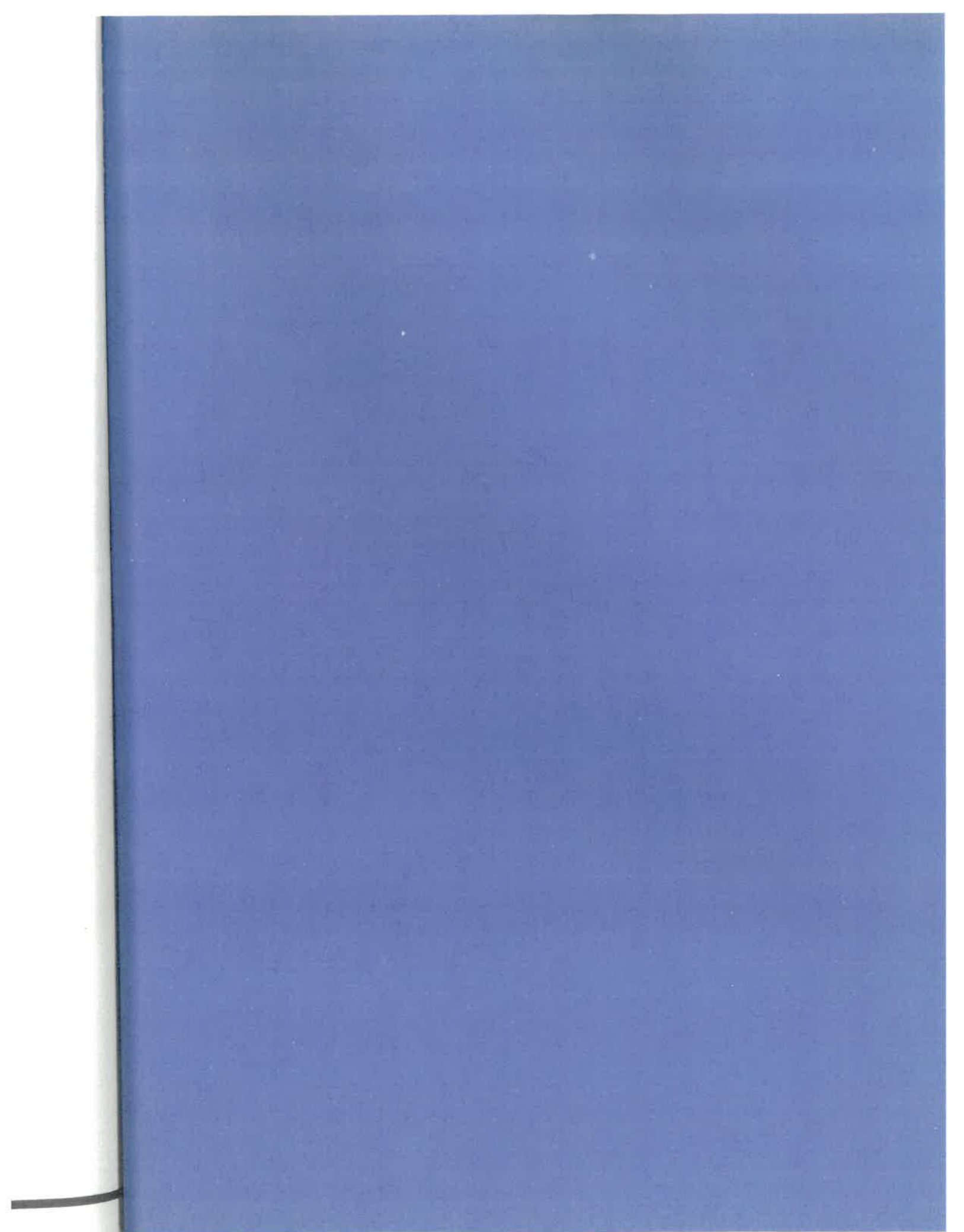
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# Appendix Statistical Tables









# Explanatory Notes

## General

The statistical data for incumbents and their positions used in this report come from a single source: the Official Languages Information System (OLIS). This system contains information concerning those federal institutions for which the Treasury Board is the employer, i.e. departments and agencies which come under Schedule I, Part 1 of the *Public Service Staff Relations Act*, (which excludes Crown corporations).

Under the *Official Languages Act*, the President of the Treasury Board's annual report to Parliament deals with the status of programs relating to official languages in federal institutions, including parent Crown corporations and wholly-owned federally incorporated subsidiaries. Consequently, the Treasury Board Secretariat is developing, in conjunction with the Crown corporations, an official languages information system to include the latter, as well as the other federal agencies for which the Treasury Board is not the employer. Future reports should thus provide a more complete account of the linguistic make-up of all federal institutions.

## The Official Languages Information System (OLIS)

Departments are required to provide and to maintain current data relating to official languages. It is important to note that, over the years, OLIS data have undergone changes resulting from, for example:

- the creation and abolition of some departments and agencies;
- departments becoming Crown corporations (in particular, Canada Post Corporation whose population is not included in the tables provided);
- changes in data sources: since April 1987, employee data have been obtained from the Pay/Incumbents System;
- changes in the selection of the population for reporting purposes;
- modifications in the Public Service Commission's tests used to measure second language proficiency.

It must also be pointed out that certain types of government employees are not included in OLIS, most notably: uniformed members of the Canadian Armed Forces, members of the Royal Canadian Mounted Police and employees hired for a period of less than six months.

## Technical Notes and Definitions

Where statistics are provided for positions, these always pertain to *occupied positions* only. All 1990 figures are as of March 31.

### Second-language capacity levels: Tables 2, 5, 7, 9, 11 and 18

Knowledge of the second official language is assessed for each of the three skills: reading, writing and oral interaction. All the above tables are based on test results for oral interaction skills (understanding and speaking).

*Superior* corresponds to level C. (In Tables 2 and 18; the data also include those employees exempted from further testing because of their advanced proficiency.)

*Intermediate* corresponds to level B.

*Minimum* corresponds to level A.

*Other* refers mainly to positions requiring code "P" or not requiring second language oral interaction skills. Code "P" is used for a specialized or expert proficiency in one or both official languages that cannot be acquired through language training at government expense (e.g. stenographers, translators, etc.).



**Language requirements of positions:  
Tables 1 and 3**

All positions in the Public Service are identified according to one of the following categories:

*English-Essential*: a position in which all the duties can be performed in English.

*French-Essential*: a position in which all the duties can be performed in French.

*Either English-or French-Essential* ("Either/or"): a position in which all the duties can be performed either in English or in French.

*Bilingual*: a position in which all of, or part of, the duties must be performed in both English and French.

In Table 3, figures for "Unilingual" positions were obtained by adding English-Essential, French-Essential and English-or-French positions.

**Linguistic status of incumbents:  
Tables 4, 6, 8 and 10**

These tables indicate whether incumbents of positions:

- *meet* the language requirements of their positions;
- are *exempted* from meeting the language requirements of their positions. Government policy allows that, under specific circumstances, an employee may:
  - apply for a bilingual position staffed on a non-imperative basis i.e. without having to meet the language requirements of the position, e.g. employees with very long records of service, employees with a handicap preventing them from learning a second language, and employees affected by a reorganization, transfer, or lay-off;
  - remain in a bilingual position without having to meet the new language requirements of the position, e.g. incumbents of unilingual positions reclassified as bilingual, or incumbents of bilingual positions where the language requirements are raised.

- *must meet* the language requirements of their position, in accordance with the Exclusion Order on Official Languages under the *Public Service Employment Act*, which grants employees a period of time to acquire the language proficiency required for their positions through language training.

**Service to the public in both official languages: Tables 6 and 7**

These tables cover incumbents of bilingual positions and bilingual positions where there is a requirement for service to the public in both official languages.

**Bilingual internal services:  
Tables 8 and 9**

These tables cover incumbents of bilingual positions and bilingual positions where the duties include provision of bilingual personal services (e.g. pay), or central services (e.g. library services), in those regions prescribed for the purpose of language of work in the *Official Languages Act*.

**Bilingual supervision:  
Tables 10 and 11**

These tables cover incumbents of bilingual positions and bilingual positions requiring bilingual supervision, in those regions prescribed for the purpose of language of work in the *Official Languages Act*.

N.B.: Since a position may be identified bilingual for more than one requirement (e.g. service to the public and supervision), the sum total of positions in Tables 7, 9 and 11, for example, does not match the number of bilingual positions in Table 5.





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**Participation: Tables 12, 13 and 14**

“Anglophones” and “Francophones” refer to the first official language of employees. The first official language is that language declared by employees as the one with which they have a primary personal identification (that is, the language in which they are generally more proficient).

**Costs within federal institutions:**

**Table 17**

These costs include simultaneous translation and translation of parliamentary and government documents, language training for public servants and military personnel, bilingualism bonus and administration of policies and programs by central agencies, departments, Crown corporations and Armed Forces.

**Executive (EX) Group:  
Table 18**

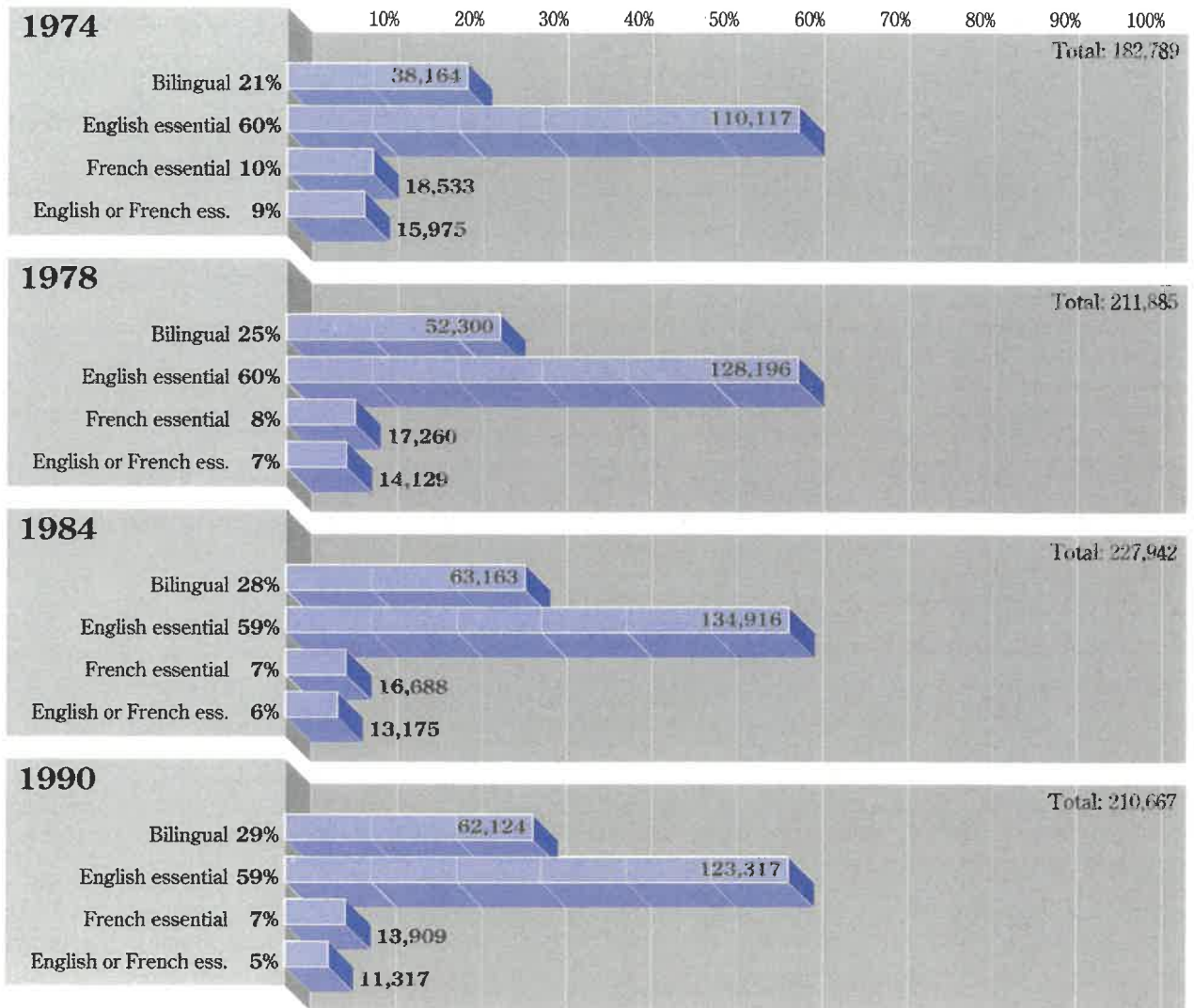
This table covers all incumbents of all EX positions in Canada, and presents their test results in the reading and oral interaction (understanding and speaking) skills.





Table 1.

## Language Requirements of Positions in the Public Service

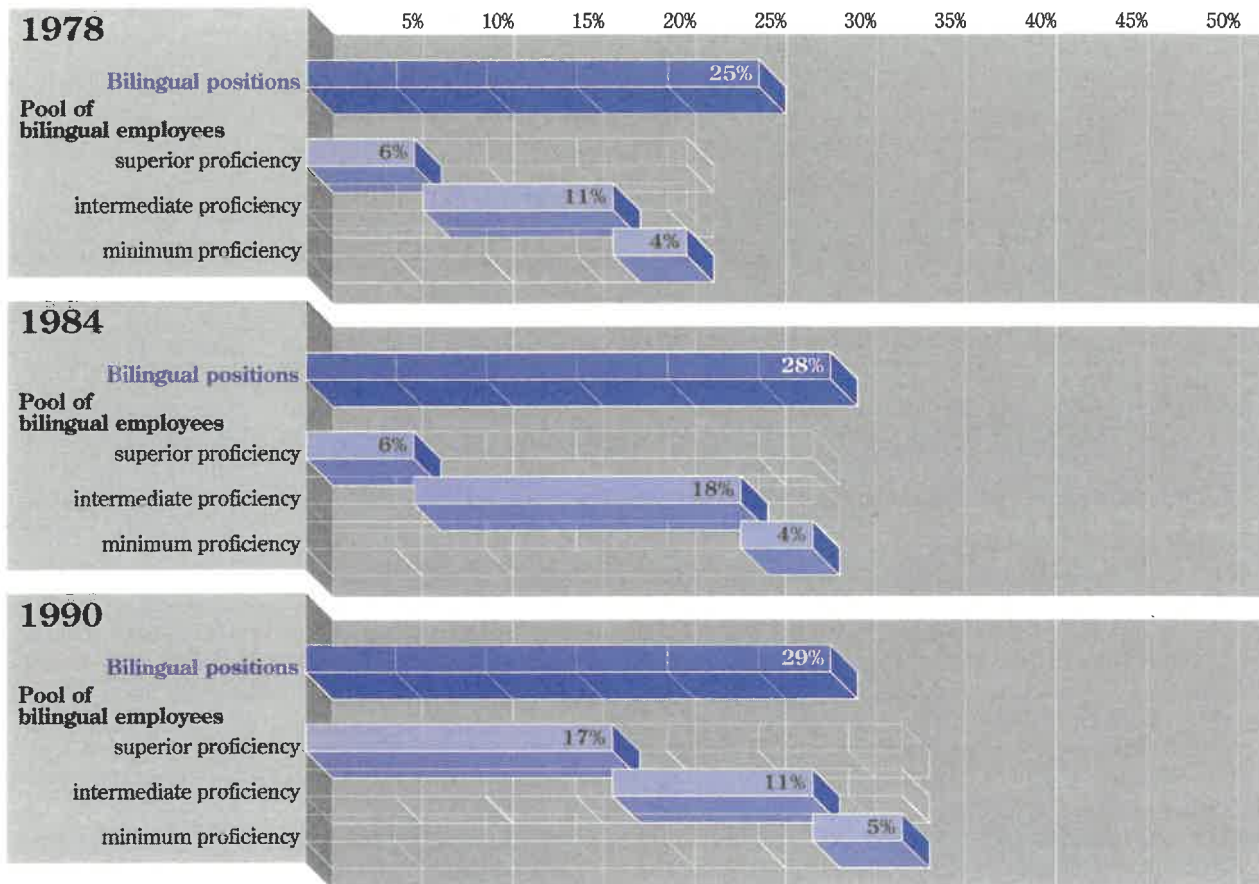


OLIS data



Table 2.

## Bilingual Positions and Pool of Bilingual Employees



OLIS data



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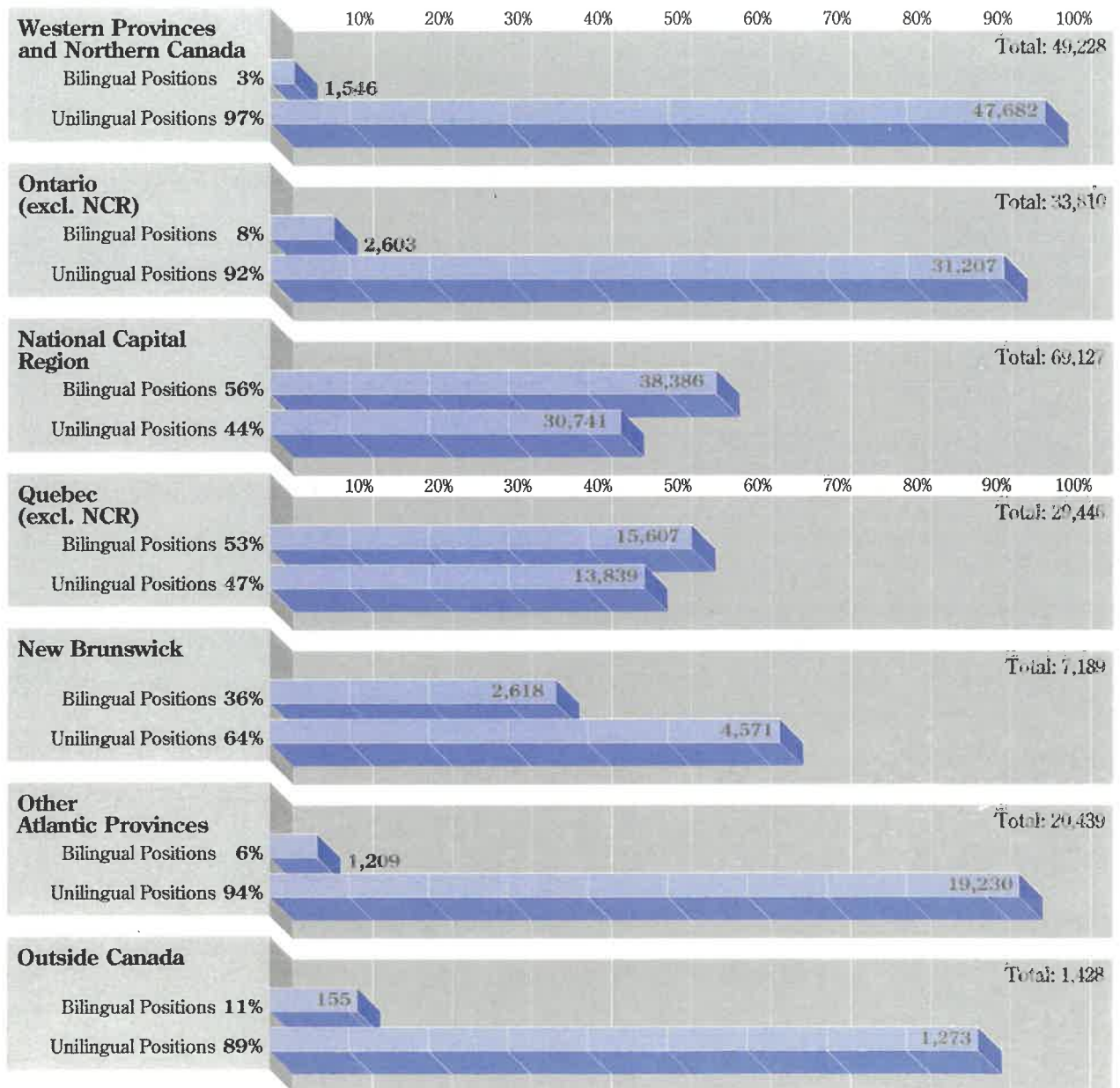
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Table 3.

## Language Requirements of Positions by Region March 31, 1990

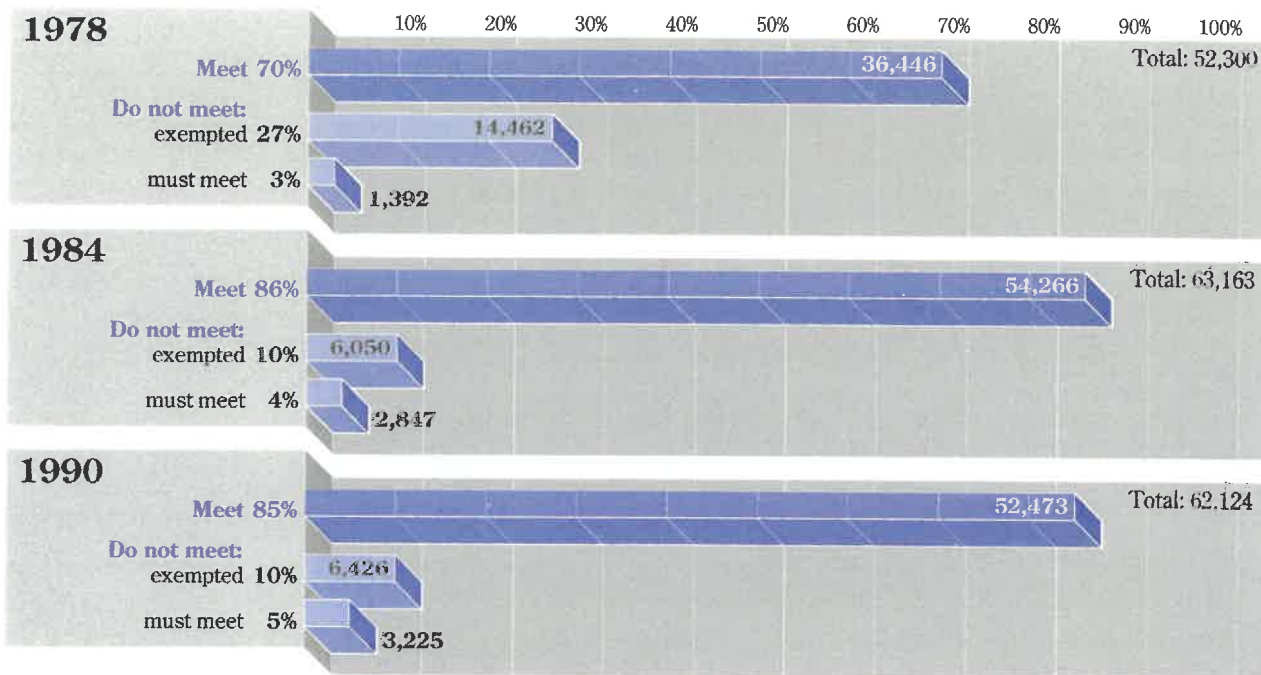


OLIS data



Table 4.

## Bilingual Positions Linguistic Status of Incumbents

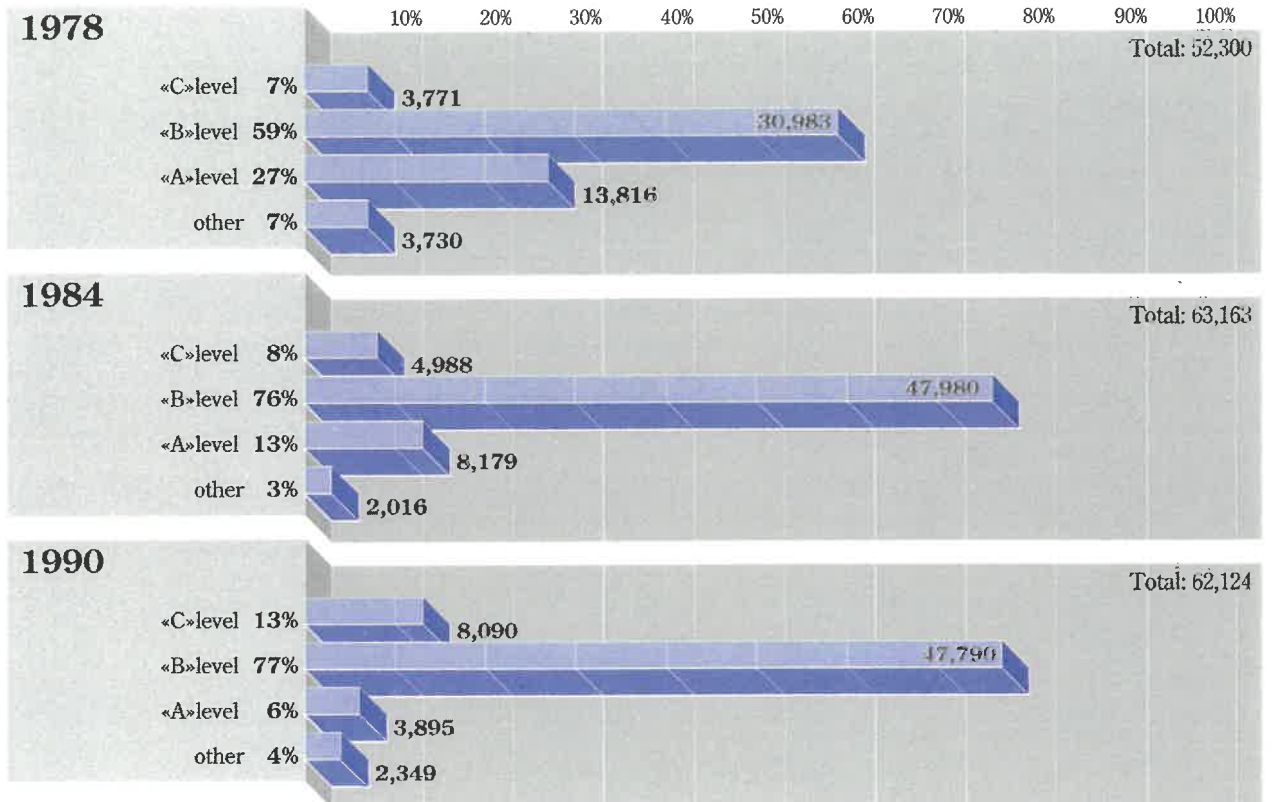


OLIS data



Table 5.

## Bilingual Positions Second-Language Level Requirements

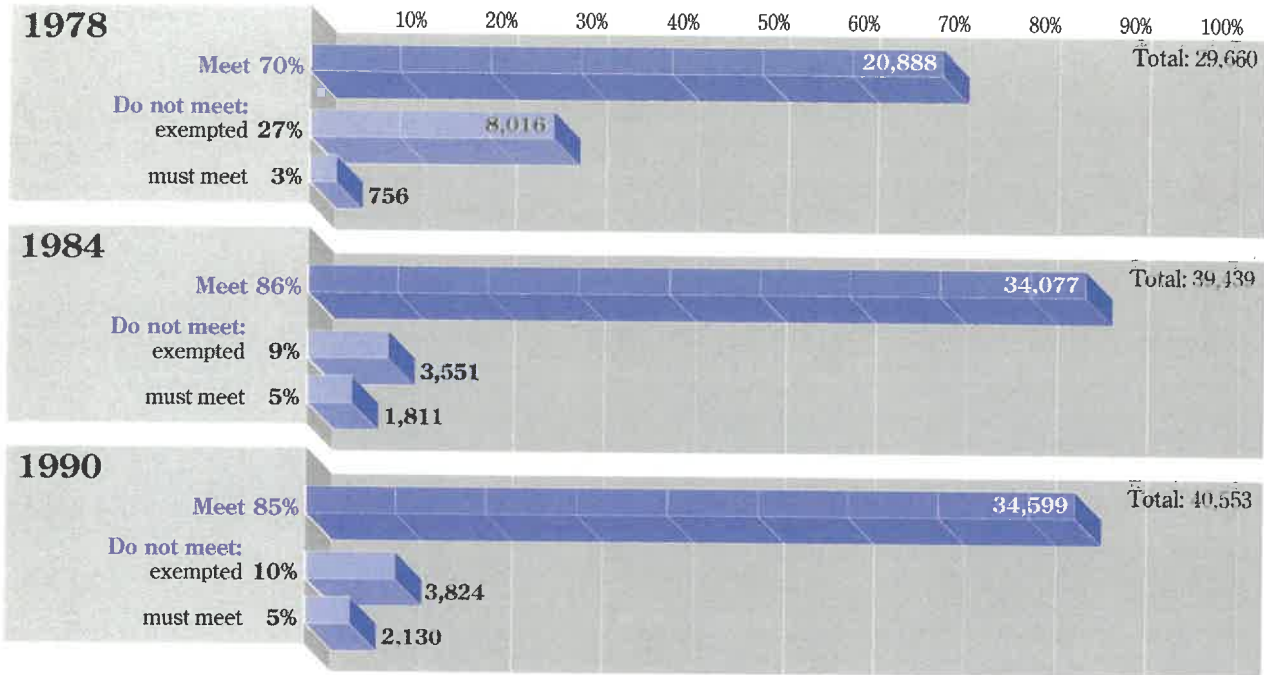


OLIS data



Table 6.

## Service to the Public Bilingual Positions Linguistic Status of Incumbents



OLIS data

Table

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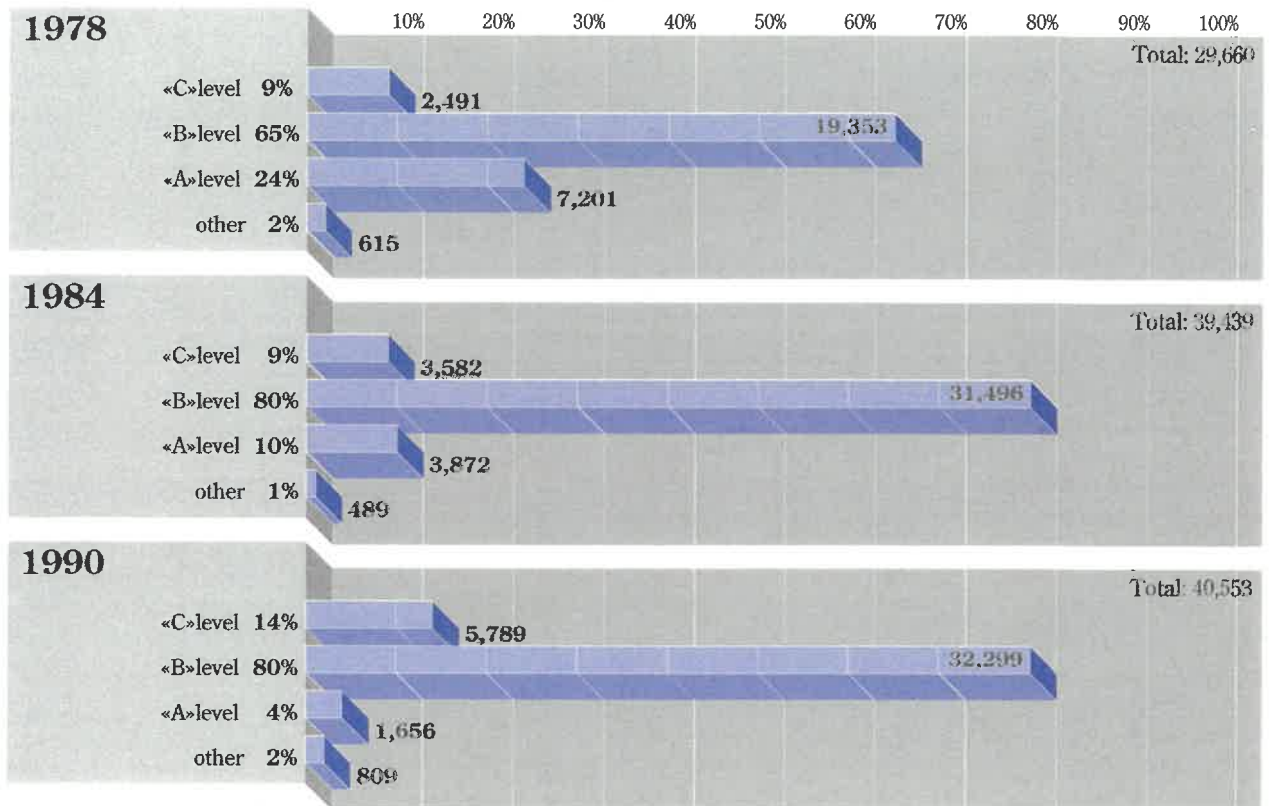
1990





Table 7.

## Service to the Public Bilingual Positions Second-Language Level Requirements

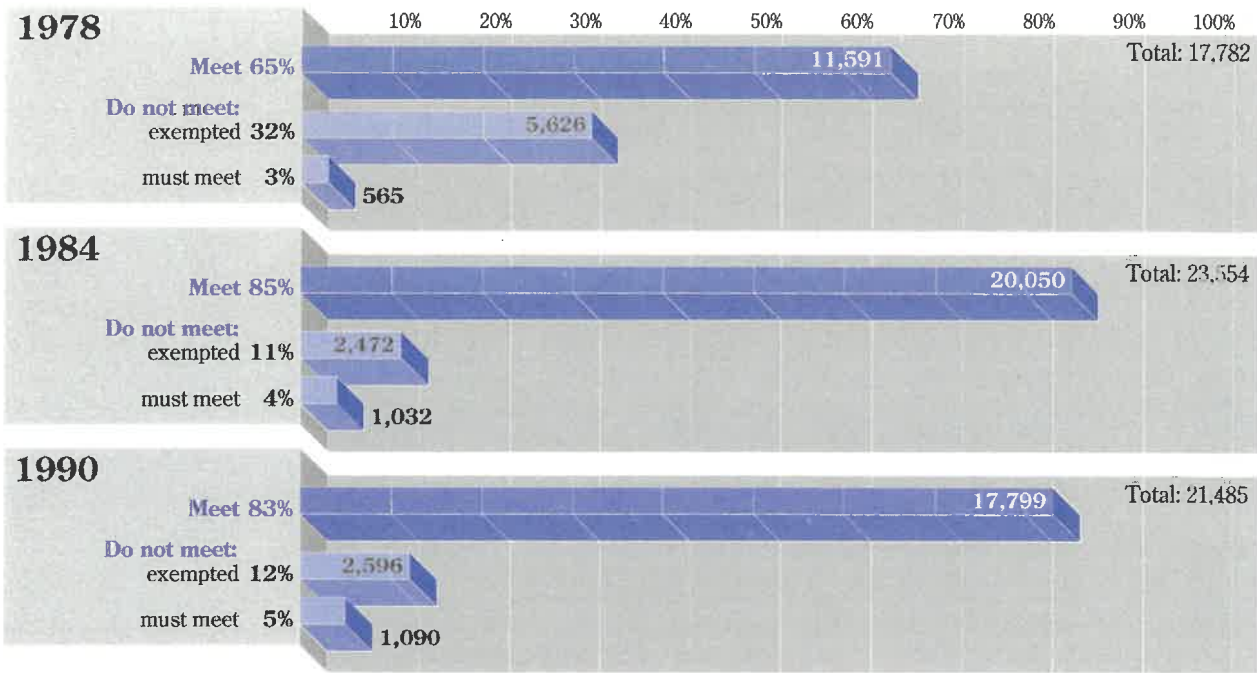


OLIS data



Table 8.

## Internal Services Bilingual Positions Linguistic Status of Incumbents



OLIS data



Tak

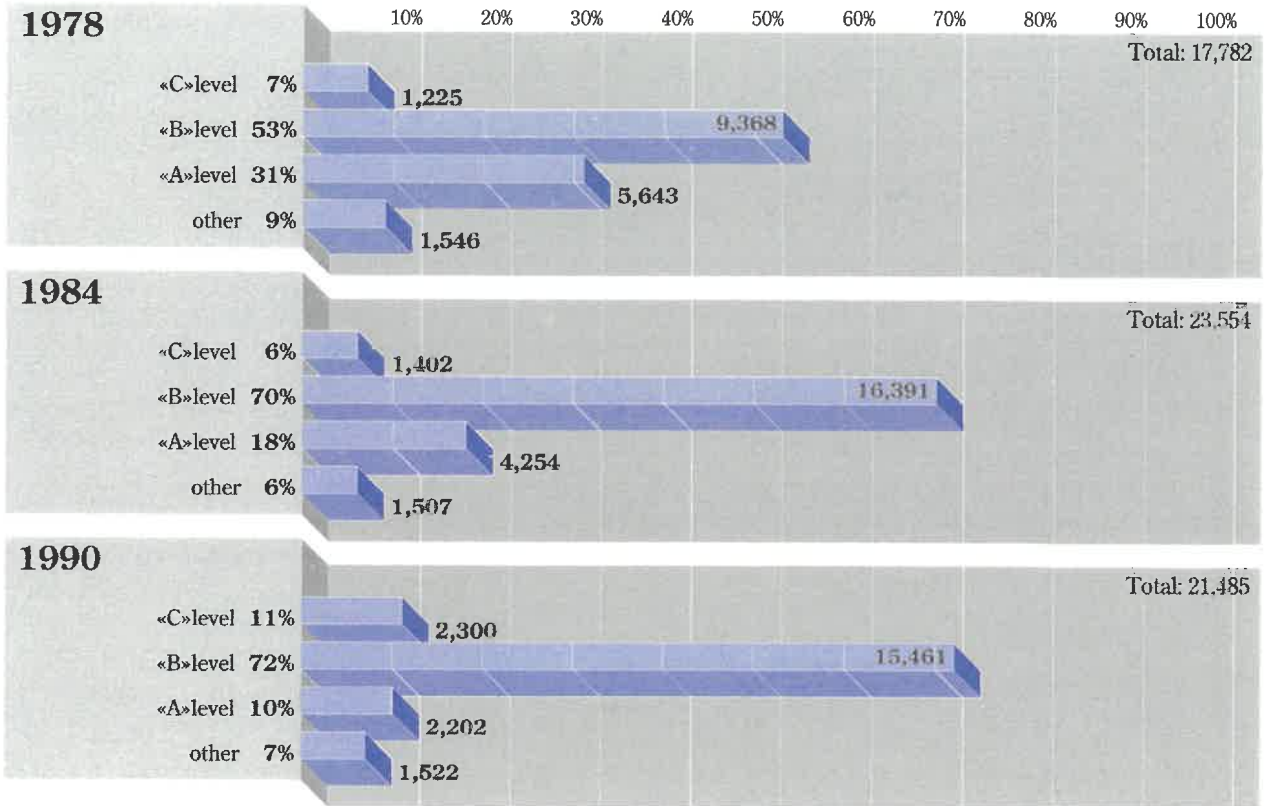
19

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Table 9.

## Internal Services Bilingual Positions Second-Language Level Requirements

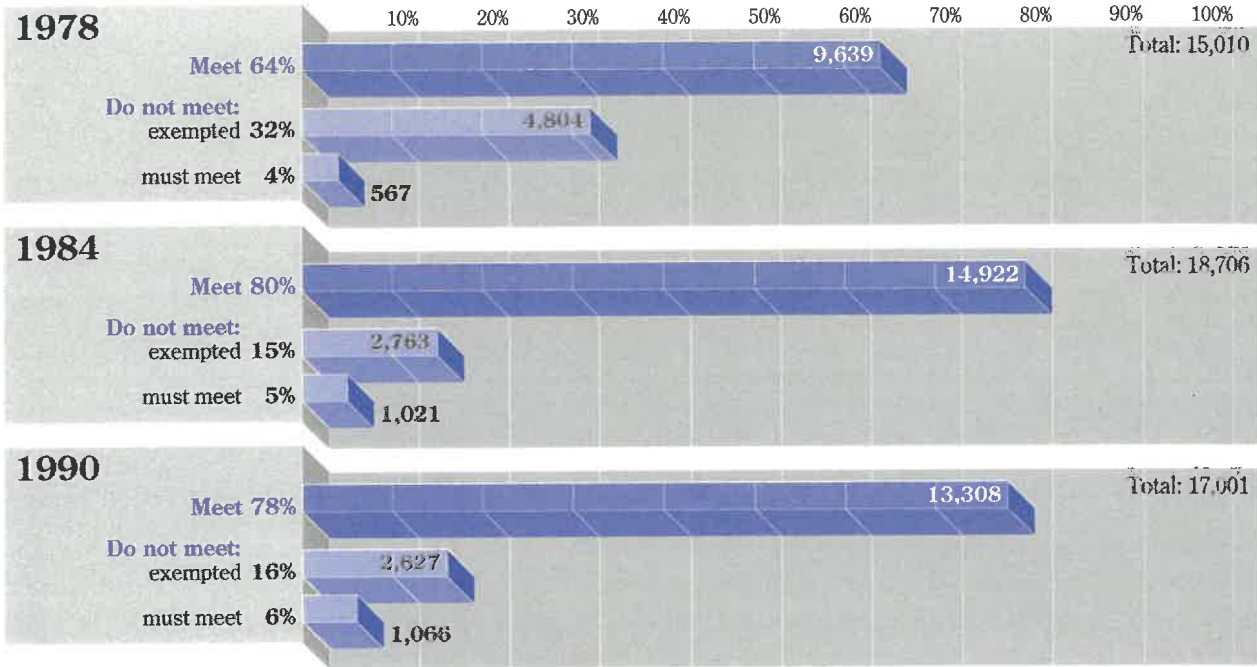


OLIS data



Table 10.

## Supervision Bilingual Positions Linguistic Status of Incumbents



OLIS data



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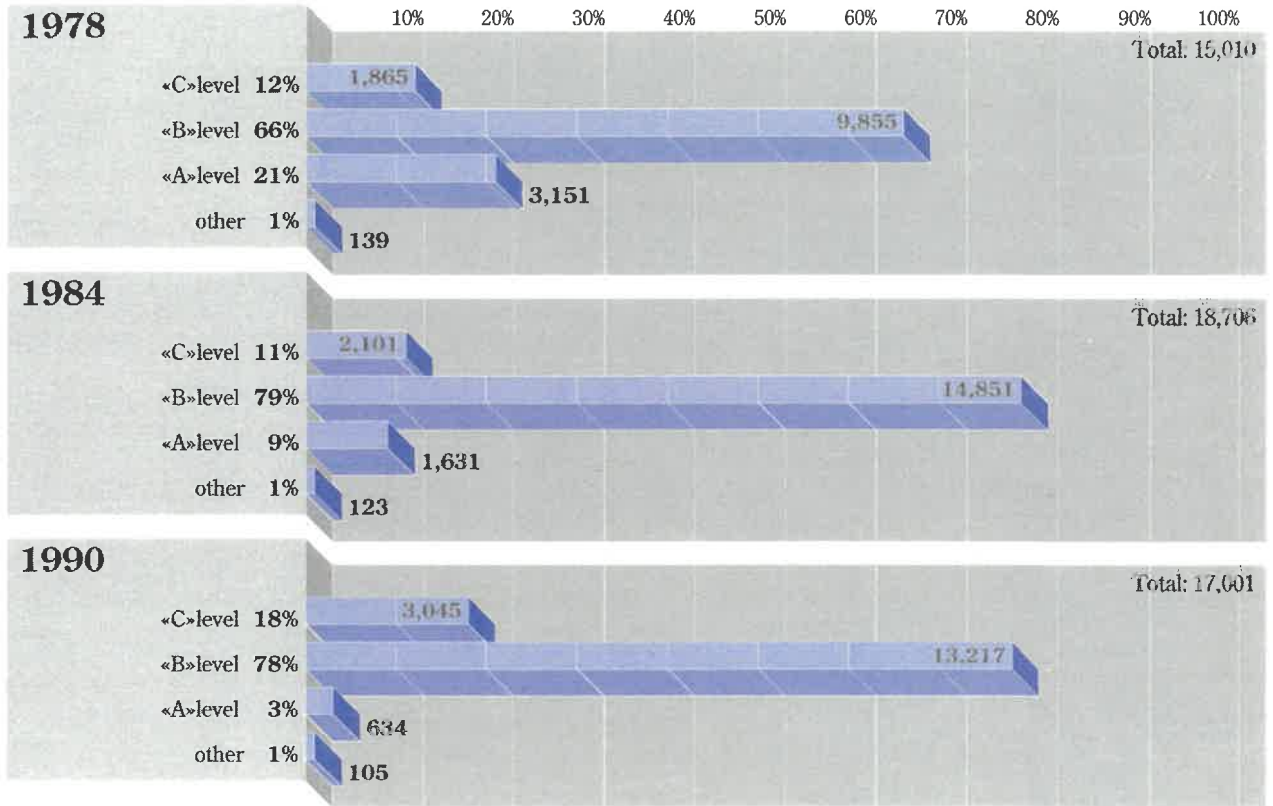
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Table 11.

## Supervision Bilingual Positions Second-Language Level Requirements

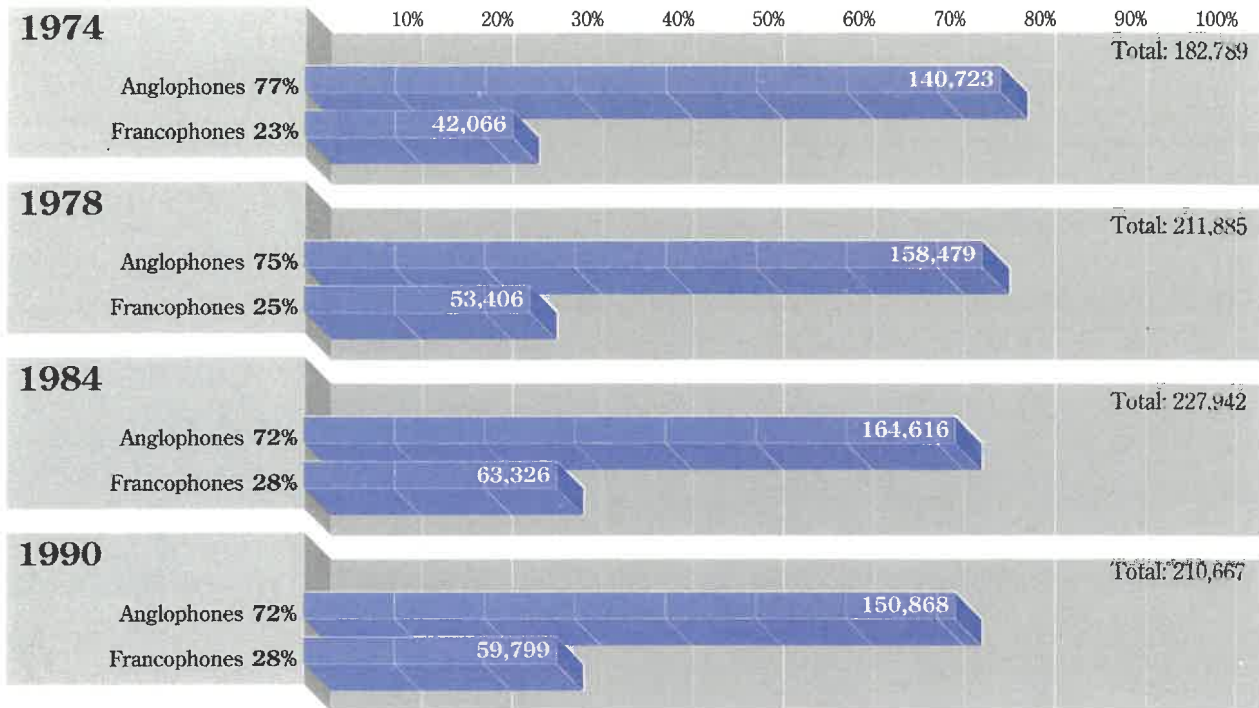


OLIS data



Table 12.

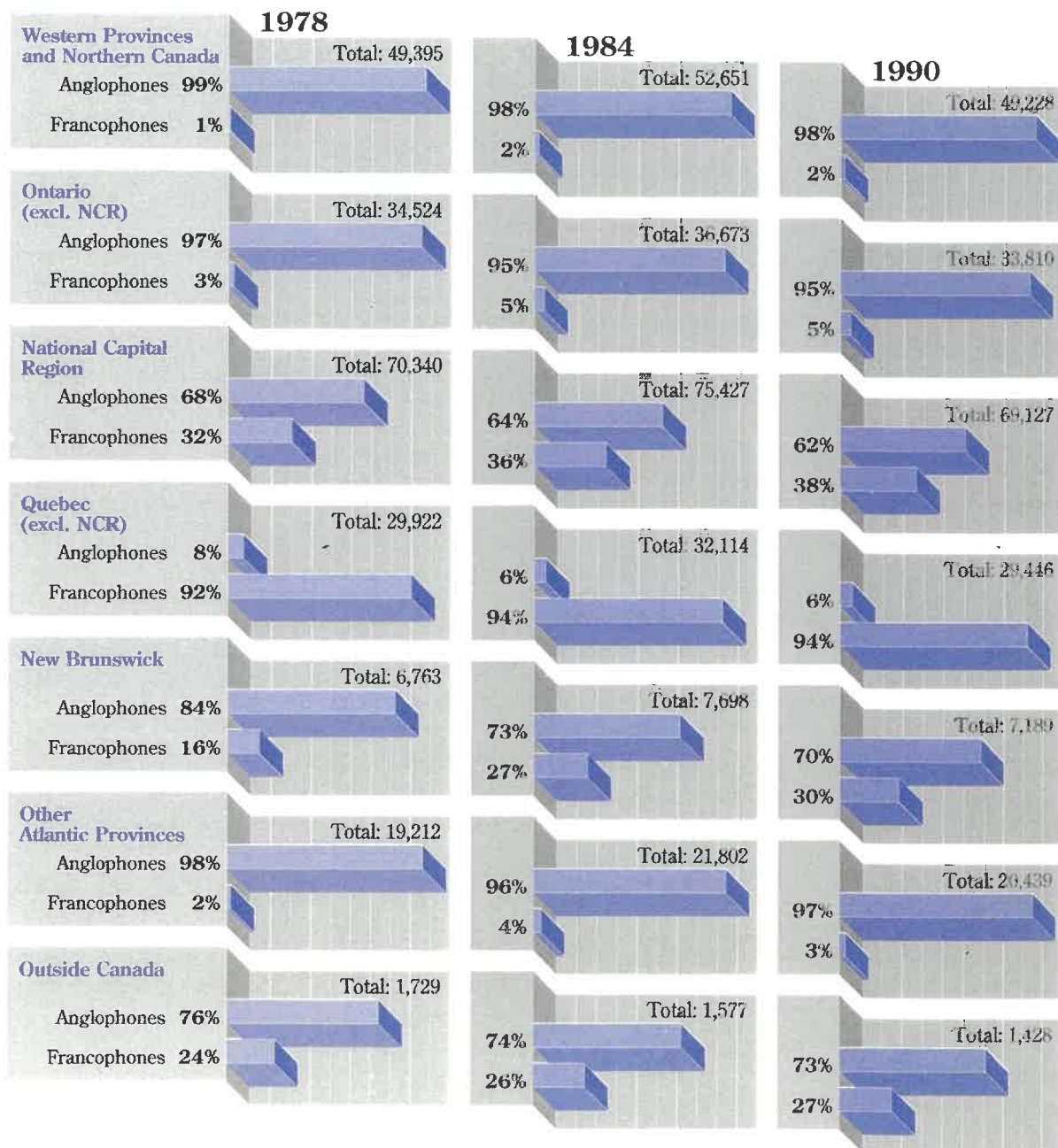
## Participation of Anglophones and Francophones in the Public Service



OLIS data



Table 13. Participation by Region

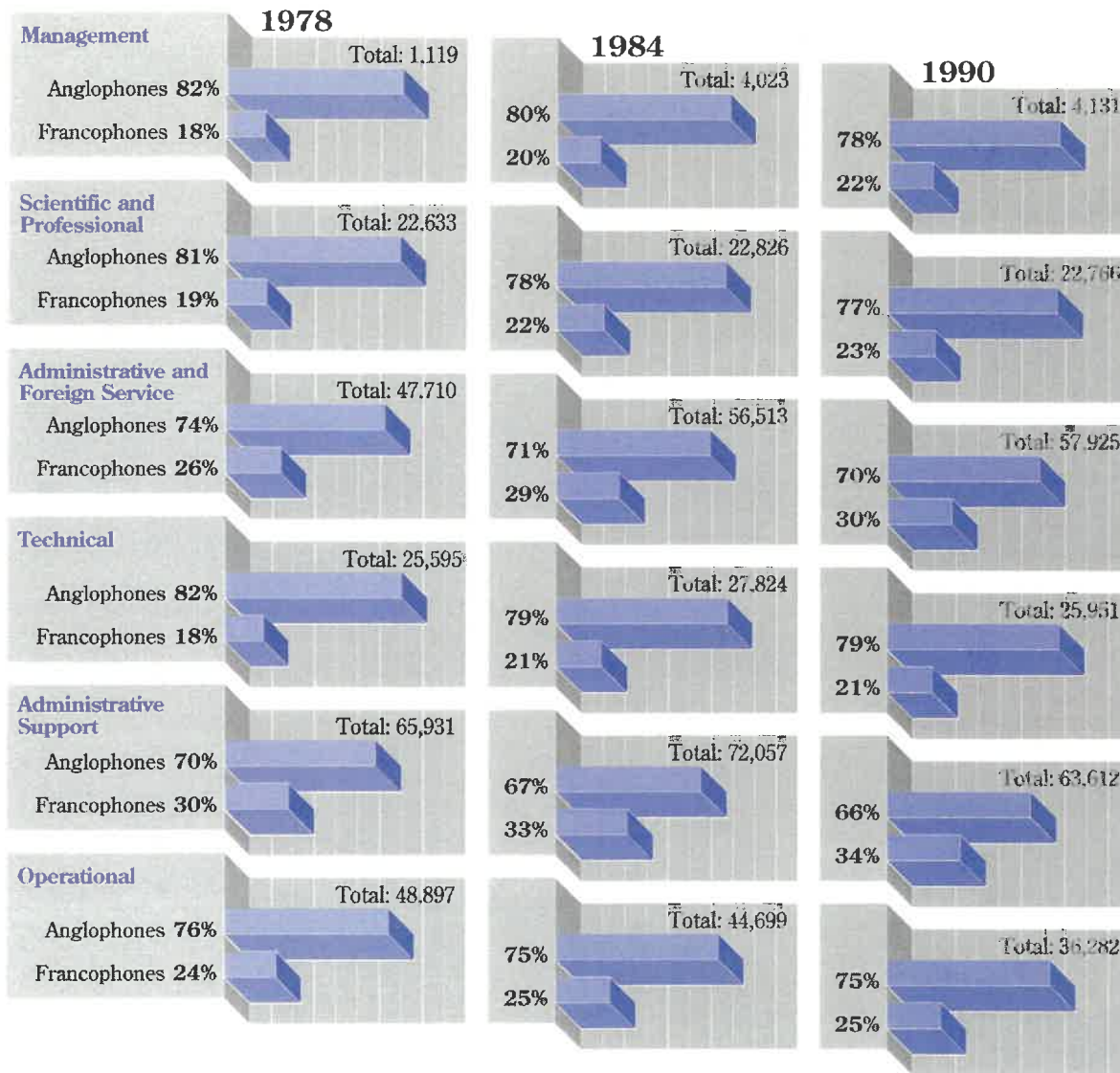


OLIS data



Table 14.

## Participation by Occupational Category



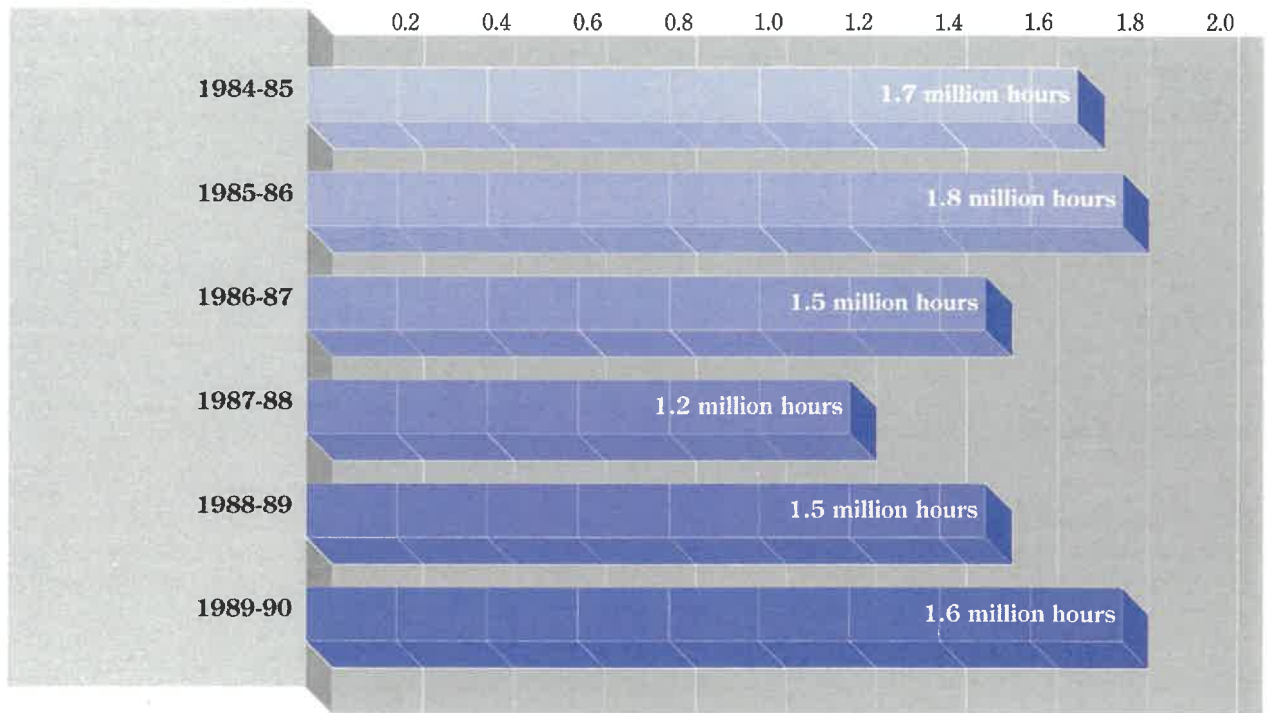
OLIS data





Table 15.

## Language Training (all suppliers)

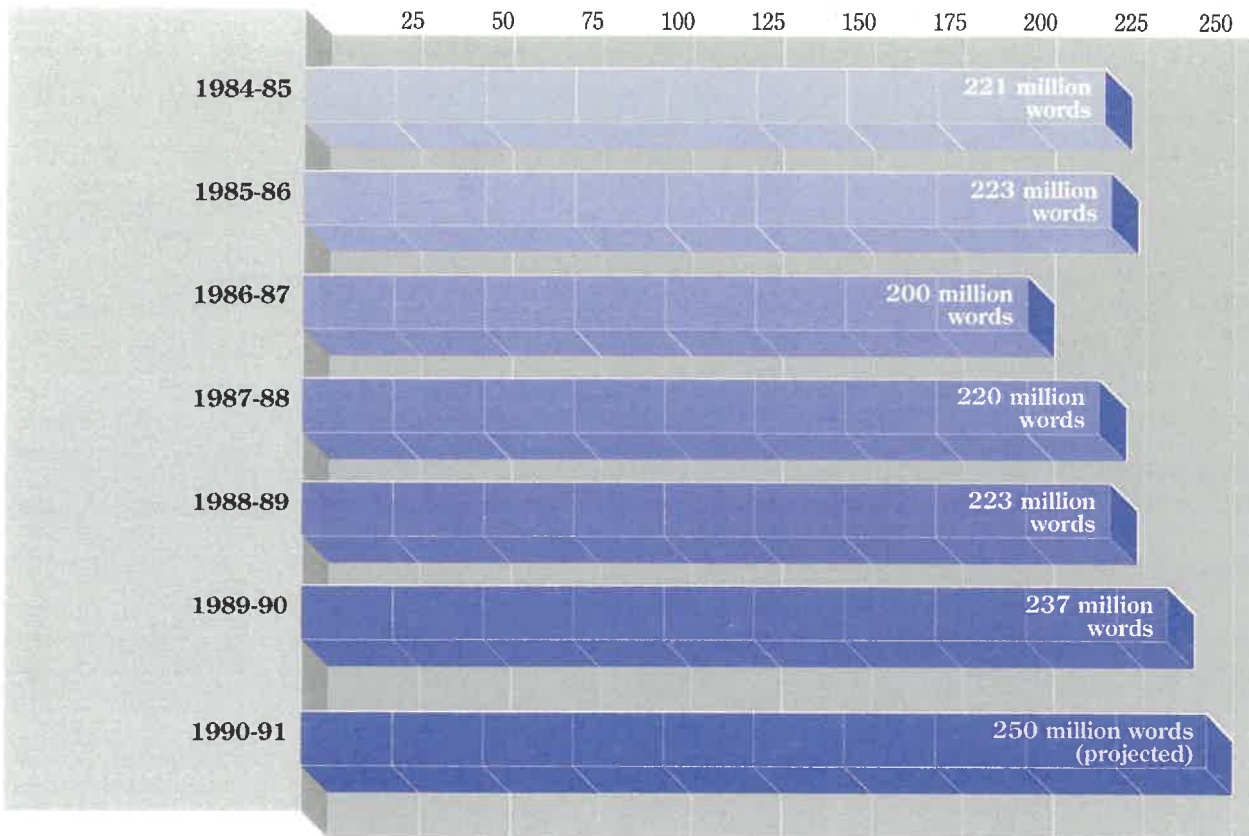


Language Training Module/Language Training System data



Table 16.

## Official Languages Translation (departments and agencies)

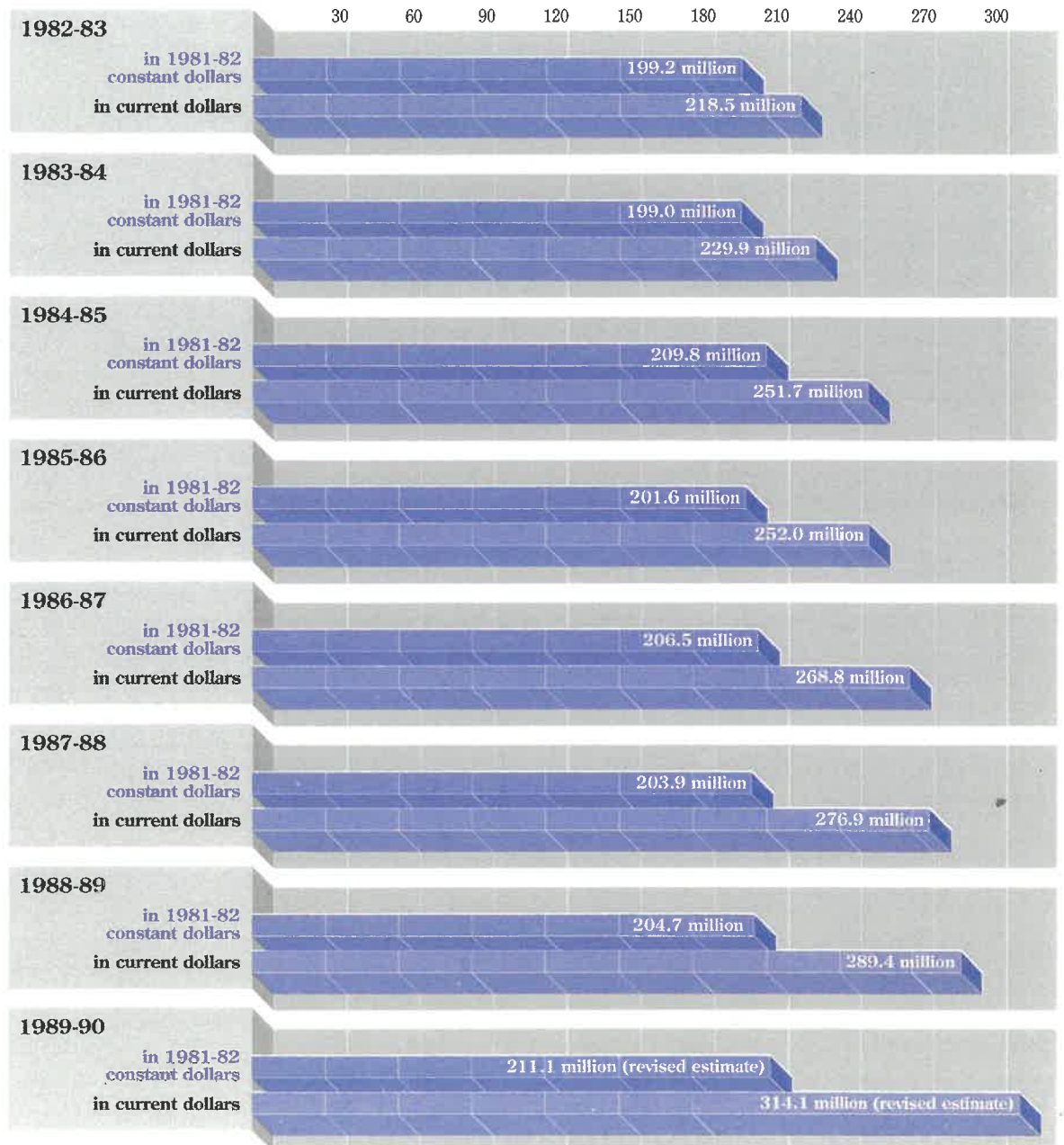


Secretary of State data



Table 17.

## Official Languages Program Costs within Federal Institutions



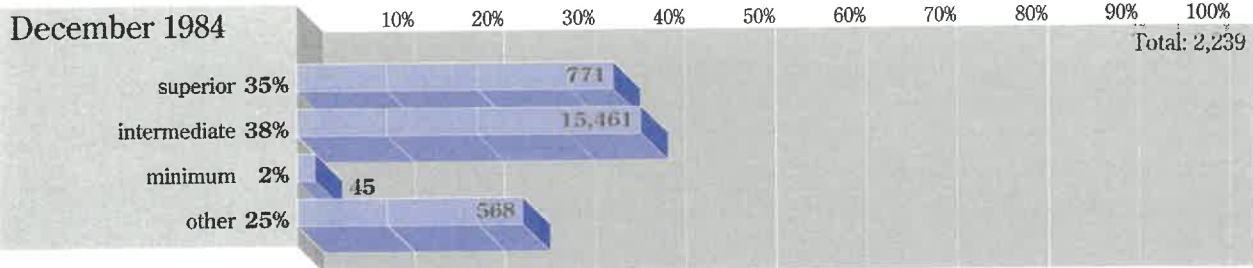
Treasury Board Secretariat data



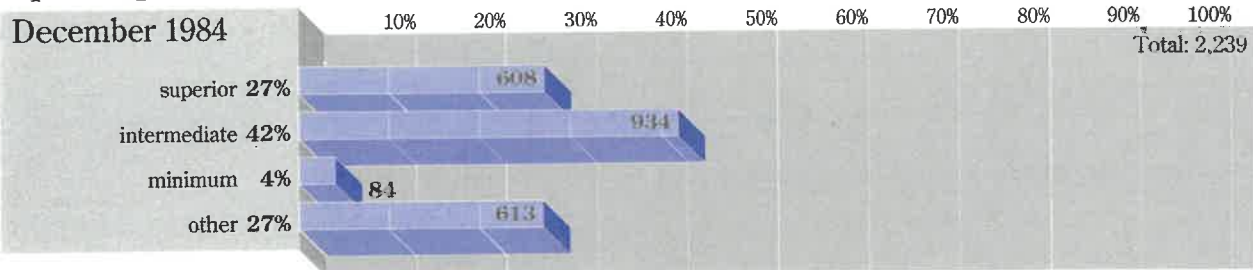
Table 18.

## Second-Language Capacity of Executives (EX) Reading and Speaking

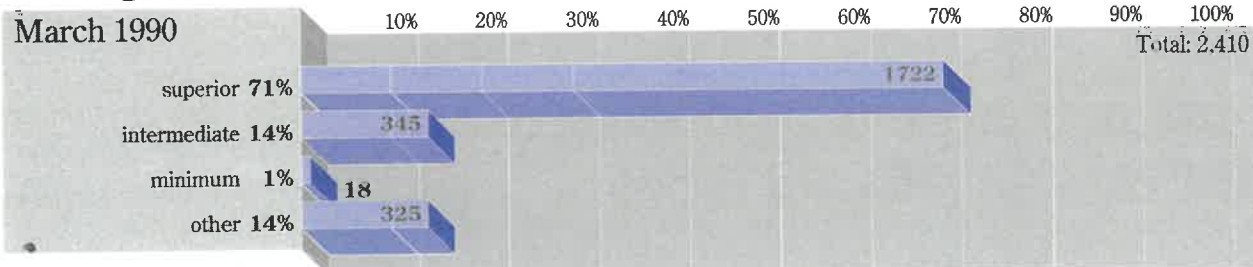
### Reading



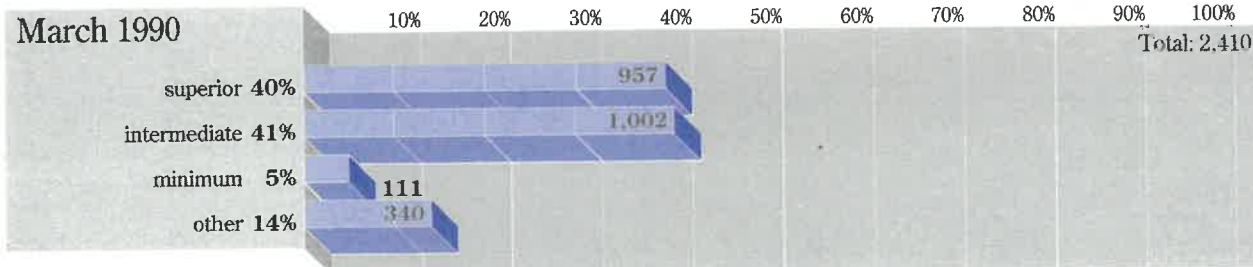
### Speaking (Oral Interaction)



### Reading



### Speaking (Oral Interaction)



OLIS data

